



## 900 MINNESOTA STREET

### Draft Environmental Impact Report

Planning Department Case No. 2004.0027E

State Clearinghouse No. 2005032024

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Written comments should be sent to:

Paul E. Maltzer

Environmental Review Officer

San Francisco Planning Department

1660 Mission Street, Suite 500

San Francisco, CA 94103

Draft EIR Publication Date:

September 17, 2005

Draft EIR Public Hearing Date:

October 20, 2005

Draft EIR Public Comment Period:

September 17, 2005 through October 25, 2005



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MAIN NUMBER (415) 558-6378	DIRECTOR'S OFFICE PHONE: 558-6411 4TH FLOOR FAX: 558-6426	ZONING ADMINISTRATOR PHONE: 558-6350 5TH FLOOR FAX: 558-6409	PLANNING INFORMATION PHONE: 558-6377 MAJOR ENVIRONMENTAL FAX: 558-5991	COMMISSION CALENDAR INFO: 558-6422 INTERNET WEB SITE <a href="http://WWW.SFGOV.ORG/PLANNING">WWW.SFGOV.ORG/PLANNING</a>
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DATE: September 17, 2005

TO: Distribution List for the 900 Minnesota Street Project EIR

FROM: Paul E. Maltzer, Environmental Review Officer

SUBJECT: Request for the Final Environmental Impact Report for the 900 Minnesota Street Project  
(Case No. 2004.0027E)

This is the Draft of the Environmental Impact Report (EIR) for the 900 Minnesota Street Project. A public hearing will be held on the adequacy and accuracy of this document. After the public hearing, our office will prepare and publish a document entitled "Comments and Responses," which will contain a summary of all relevant comments on this Draft EIR and our responses to those comments, along with copies of the letters received and a transcript of the public hearing. The Comments and Responses document may also specify changes to this Draft EIR. Public agencies and members of the public who testify at the hearing on the Draft EIR will automatically receive a copy of the Comments and Responses document, along with notice of the date reserved for certification; others may receive such copies and notice on request or by visiting our office. This Draft EIR, together with the Comments and Responses document, will be considered by the Planning Commission in an advertised public meeting, and then certified as a Final EIR if deemed adequate.

After certification, we will modify the Draft EIR as specified by the Comments and Responses document and print both documents in a single publication called the Final Environmental Impact Report. The Final EIR will add no new information to the combination of the two documents except to reproduce the certification resolution. It will simply provide the information in one rather than two documents. Therefore, if you receive a copy of the Comments and Responses document in addition to this copy of the Draft EIR, you will technically have a copy of the Final EIR.

We are aware that many people who receive the Draft EIR and Comments and Responses document have no interest in receiving virtually the same information after the EIR has been certified. To avoid expending money and paper needlessly, we would like to send copies of the Final EIR, in Adobe Acrobat format on a compact disk (CD), to private individuals only if they request them. Therefore, if you would like a copy of the Final EIR, please fill out and mail the postcard provided inside the back cover to the Major Environmental Analysis division of the Planning Department within two weeks after certification of the EIR. Any private party not requesting a Final EIR by that time will not be mailed a copy.

Thank you for your interest in this project.





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# TABLE OF CONTENTS

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## 900 MINNESOTA STREET

## DRAFT ENVIRONMENTAL IMPACT REPORT

	<u>Page</u>
<b>I. SUMMARY</b>	<b>1</b>
A. Project Description	1
B. Environmental Effects	2
C. Areas of Controversy and Issues to be Resolved	8
D. Mitigation Measures	8
E. Alternatives to the Proposed Project	10
<b>II. PROJECT DESCRIPTION</b>	<b>13</b>
A. Site Location and Project Characteristics	13
B. Project Sponsor's Objectives	28
C. Project Approval Requirements and General Plan Policies	29
<b>III. ENVIRONMENTAL SETTING AND IMPACTS</b>	<b>32</b>
A. Land Use, Plans, and Policies	32
B. Visual Quality	42
C. Transportation, Circulation and Parking	51
D. Shadow	71
E. Historical and Architectural Resources	78
F. Growth Inducement	91
<b>IV. MITIGATION MEASURES</b>	<b>92</b>
A. Mitigation Measures from the EIR	92
B. Mitigation Measures from the Initial Study	93
<b>V. SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT     BE AVOIDED IF THE PROPOSED PROJECT IS IMPLEMENTED</b>	<b>95</b>
<b>VI. ALTERNATIVES TO THE PROPOSED PROJECT</b>	<b>96</b>
A. Alternative A: No Project	96
B. Alternative B: Preservation Alternative	97
<b>VII. DRAFT EIR DISTRIBUTION LIST</b>	<b>100</b>
<b>VIII. APPENDICES</b>	
A. Initial Study	
<b>IX. EIR AUTHORS AND CONSULTANTS</b>	

Page**LIST OF FIGURES**

1. Project Location	14
2. Existing Site Plan	15
3. Proposed Project: Level 1	18
4. Proposed Project: Level 5	19
5. Elevations – Winery Building (Minnesota Street)	20
6. Elevations – Bottling Warehouse (Indiana Street)	22
7. Elevations of New Buildings	23
8. Composite Minnesota and Indiana Street Elevations	24
9. Project Rendering Along Minnesota Street	25
10. Parking Level 1	27
11. Existing Views of the Project Site	45
12. Existing Views of the Project Site	46
13. Existing Views from Esprit Park	47
14. Public Transportation Network	55
15. Nearby Existing Bicycle Routes and Lanes	57
16. Existing Views of Esprit Park	74
17. Existing Views of Esprit Park	75
18. Maximum Extent of New Shadow on Esprit Park	77

**LIST OF TABLES**

1. Person Trips Per Time Scenario	61
2. Mode Split for PM Peak Hour Trips	62
3. Summary of Levels of Service (LOS) at Study Intersections	63
4. Project Percentage of Cumulative Traffic Volume Increases	65
5. Parking Supply, Demand, and Code Requirements	66
6. Construction Phase Descriptions	70



# CHAPTER I

## SUMMARY

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### A. PROJECT DESCRIPTION (p. 13)

The project sponsor, Build Inc., proposes to develop a mixed-use project, consisting of approximately 142 residential units, approximately 6,300 gross square feet (gsf) of office space, about 2,100 gsf of café space, and a 168-space underground parking garage on an approximately two-acre site in San Francisco's Central Waterfront district. The project site is located on the northern half of the 900 block of Minnesota Street, between 20th and 22nd Streets, and is located at the street addresses of 900, 910-12 Minnesota Street and 833 Indiana Street (Assessor's Block 4106; Lot 027). The site is currently vacant and consists of six buildings totaling approximately 144,000 gsf; a surface parking area; and three gardens and other landscaping providing a combined 10,500 square feet of private open space. The existing buildings make up the C. Schilling & Co. Wine Cellars (Schilling Wine Cellars), and include the brick winery and the bottling warehouse buildings, the wood-frame shipping room, storage warehouse, and brandy house, and the concrete tank building. The complex is a contributor to the Dogpatch Historic District.

The project would retain and renovate the bottling warehouse, retain most exterior walls and renovate the eastern one-third of the winery building; and construct two new steel-frame structures and an outdoor courtyard within the perimeter walls of the winery building. The project would demolish the shipping room, storage warehouse, tank building and brandy house, as well as the existing surface parking lot on the northern portion of the site to construct four new 50-foot-tall residential buildings, also centered around an outdoor courtyard.

The project sponsor would also retain the existing 2,500 square foot private garden located on the southeast boundary of the site and most of the 4,000 square feet of landscaped open space along the Indiana Street frontage. The existing 4,000 square feet of private garden space located south of the current surface parking area would be reduced to about 2,200 square feet and integrated into the new North Courtyard. Open space would total about 26,200 square feet, about one-third of which would be landscaped, with the remainder consisting of pathways and hardscape.

The 168-space underground parking area, including bicycle storage space and garbage and recycling bins, would extend under the northern half of the project site. Vehicular access to and from the parking area would be located on Indiana Street, approximately 110 feet south of the Indiana Street and 20th Street intersection. Pedestrian access to the parking garage would be

provided via staircases and elevators to the residential buildings and interior courtyards. The average depth of excavation required for the underground parking area would be about 22 feet, although there would be variation due to the existing topography of the site, and the approximate volume of excavated materials would be about 32,600 cubic yards.

Project demolition and construction would occur in three phases over approximately 19 months.

The developed portion of project site is in an M-2 (Heavy Industrial) Use District, and the small private open space at the southeastern portion of the site is located in an RH-3 (Residential, House Three-Family). The project sponsor is requesting approval of a Planned Unit Development (PUD) under Section 304 of the Planning Code, which requires conditional use authorization from the Planning Commission, pursuant to Section 303 of the Planning Code; conditional use authorization also is required for housing in an M-2 zone. The project would meet the Planning Code requirement for on-site open space; however, the sponsor would request a modification to the rear yard configuration, proposing common usable open space in interior courtyards, rather than in a single rear yard configuration. The sponsor also requests a modification to the off-street loading requirement to permit one or more on-street loading spaces, rather than off-street loading. The project site is within a 50-X Height and Bulk District (50-foot maximum height limit, no bulk limit). New construction on the site would be 50 feet in height, measured according to the Planning Code, and would be consistent with the height limit. The height of the bottling warehouse, a legally non-complying structure of approximately 56 feet, would not be altered by the project. The project would be consistent with the Height and Bulk limitations for the site.

The project would require a Certificate of Appropriateness, as specified in Planning Code Section 1006, for demolition and exterior alterations to contributory buildings within a historic district. The Landmarks Preservation Advisory Board would review the request for a Certificate of Appropriateness and make its recommendation to the Planning Commission.

## **B. ENVIRONMENTAL EFFECTS (p. 32)**

This environmental impact report for the 900 Minnesota Street project focuses on the issues of land use, historic architectural resources, visual quality, shadows, and transportation. The land use issues relate to the project's conversion of the site to residential uses which would contribute to the cumulative loss of land zoned for production, distribution, and repair (PDR) uses. The historic architectural resource issues relate to the alteration and partial demolition of the Schilling Wine Cellars complex, which has been determined contributory to the Dogpatch Historic District. The visual quality issues relate to the project's effect on views of the site resulting from the proposed renovation, demolition and new construction. The shadow issue relates to the potential for the proposed new residential buildings located on the northern portion of the site to cast new shadow on Esprit Park, a Recreation and Park Department property subject to Section 295 of the Planning Code. The transportation issue relates to the potential for the project to increase demand



on local transportation systems. All other potential environmental effects were found to be at a less-than-significant level or to be mitigated to a less-than-significant level with mitigation measures to be implemented by the project sponsor. (Please see the Initial Study, included in this document as Appendix A, for analysis of issues other than land use, historic architectural resources, visual quality, shadow, and transportation.)

## LAND USE (p. 32)

While the proposed project would represent a change to the area, the project would not cause a significant adverse land use impact. The project would be consistent with the eclectic mix of land uses that characterize the Dogpatch Historic District and the Central Waterfront, and would not disrupt or divide the neighborhood, nor substantially impact the neighborhood character.

The proposed project would result in a net reduction of about 83,200 square feet of PDR land and about 144,000 square feet of PDR building space from the City's overall PDR land and floor area supply. A recent study of the City's future demand for and supply of PDR indicates that the City has an adequate supply of land for PDR to meet the forecast demand for PDR through year 2030, assuming implementation of new zoning controls – such as those proposed by the Eastern Neighborhoods planning process – that restrict the conversion of some PDR land to non-PDR uses.<sup>1</sup> The project site is designated in the draft Central Waterfront Neighborhood Plan (“Central Waterfront plan”) as Mixed Use Residential, a designation that would encourage new housing and neighborhood commercial activities. Because the project would be consistent with the Central Waterfront plan it would also be consistent with the assumptions used in the PDR study. Therefore, the loss of PDR land at the project site would not adversely affect the City's overall PDR supply/demand equation and, assuming completion of the Eastern Neighborhoods planning process, the project would not contribute to any cumulative adverse land use effects with regard to loss of PDR space.

## VISUAL QUALITY (p.42)

The proposed project would alter the visual character of the site and surroundings through a combination of demolition and renovation of existing structures and construction of new buildings. Some changes would be evident from locations around the site's exterior while other aesthetic changes would only be perceptible from the site's interior. The project proposes to renovate the bottling warehouse and retain most exterior walls of the winery building, while adding two new structures within the perimeter walls of the winery, set back from Minnesota Street. The project would also demolish the four structures on the northern portion of the site and

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<sup>1</sup> Economic and Planning Systems, Supply/Demand Study for Production, Distribution, and Repair (PDR) in San Francisco's Eastern Neighborhoods, April 15, 2005. Available on-line at: <http://www.sfgov.org/site/uploadedfiles/planning/Citywide/pdf/14158FinRpt1.pdf>.

construct four new buildings up to 50 feet tall (measured in accordance with the Planning Code) in their place.

The proposed project would renovate the brick winery and bottling warehouse buildings to accommodate the proposed project, and would remove non-historic features to the buildings. The style of new buildings constructed on the northern portion of the site would be contemporary and distinguishable from the historic brick buildings. The proposed project's mix of materials and design would also be consistent with the existing character of the site and surroundings; therefore, project alterations and new construction would not result in a demonstrable negative aesthetic effect on the visual character or quality of the site and its surroundings.

The proposed project would be constructed within a dense urban area, and visual changes that would occur as a result of the project would not substantially change or block any scenic vista available from open spaces in the area: although the site is visible through the trees from Esprit Park, views from the park are already dominated by the existing overpass and the new building along 20th Street would be largely obscured by the overpass and the park's existing trees.

When viewed from the adjacent public streets, the project would alter the character and density of the site. The brick winery and bottling warehouse buildings would be retained as part of the project, and alterations to these buildings proposed as part of the project would be associated with the project's adaptive re-use and the restoration of historic features. Therefore, views of the southern portion of the site would not change substantially from existing conditions.

The project would also result in the construction of four new buildings on the northern portion of the site, which would replace the existing buildings and parking lot. These new structures would increase the on-site density and would be most noticeable in the replacement of the parking lot. Because of existing development on the project site, views to the interior of the project site or through the site are not currently available.

Based on the above, the proposed project would not result in significant impacts related to visual quality and urban design.

## TRANSPORTATION (p.51)

The proposed project would generate about 847 net new person trips per day and 202 person trips in the p.m. peak hour. The project would generate about 126 p.m. net new peak hour vehicle trips, or 62 percent of the person trips. The proposed project would also generate an increase of about 27 transit trips and 18 pedestrian trips during the weekday p.m. peak hour.

All of the study intersections currently operate at LOS C or better during the p.m. peak hour for existing conditions. Under existing plus project conditions, the net increase to traffic volumes associated with the project are not expected to change the LOS at any of the study intersections.



The most trips (50 vehicles) would be added at Mariposa / Third Streets, but the intersection would continue to operate at LOS B. Therefore, the project would cause no significant traffic impacts.

Under cumulative conditions, several changes to the transportation network have been identified as mitigation for the impacts of the redevelopment of the Mission Bay Project. These roadway improvements are reflected in the Mission Bay Redevelopment Plan in an agreement between Catellus, the developer of the Mission Bay Project, and the City of San Francisco, which requires Catellus to construct certain improvements when the Mission Bay development generates 10,400 daily vehicle trips. The study intersections are expected to operate at LOS D or better under cumulative conditions. The proposed project would contribute less than five percent of the total cumulative growth between existing conditions and year 2015 at all of the study intersections except for 22nd Street / Indiana Street and 22nd Street / Mariposa Street. However, the total volume expected at these two intersections is less than 400 vehicles per hour during the PM peak hour, so although the project would be responsible for a somewhat high percentage of the total increase, the actual amount of traffic added by the project is expected to be relatively low. Therefore, the project's adverse impacts to local intersection operations are expected to be less-than-significant under cumulative conditions.

The proposed project would generate 27 new transit trips during the p.m. peak hour. Of these trips, 74 percent (20 trips) would be to and from Downtown San Francisco, and it is expected that the majority of these trips will take the soon-to-open Third Street light rail line. Current outbound ridership on the Muni 15-Third Street bus line is at 50 percent of capacity. Although ridership is expected to increase with the opening of the new light rail line, so will the line's capacity. The 20 additional peak hour riders from the project would not cause the new light rail line to operate over capacity. The 48-Quintara and 22-Fillmore bus lines currently have ample capacity during the peak hours to accommodate expected increases associated with the proposed 900 Minnesota Street project. Each of these three Muni bus lines and Caltrain has transit stops within ¼ mile of the proposed project. Therefore, the project's impacts to transit circulation are expected to be less than significant.

The proposed project would generate an estimated peak evening parking demand of 198 spaces for residential uses, which is 30 spaces more than the 168 spaces that the project would provide. The estimated peak project-generated mid-day parking demand is about 176 parking spaces, eight spaces more than the project would provide. Assuming, as a worst-case scenario, if parking spaces were not shared among the various uses, and 13 garage spaces are reserved for office use, 11 spaces were reserved for the café, and the remaining 144 spaces are reserved for the residential units, the unmet demand in the midday would be seven spaces (two office spaces, four café spaces, and one residential space) and the unmet demand in the evening would be 42 spaces (four café spaces, and 38 residential spaces). The parking occupancy survey, conducted in July 2004, showed there is available on-street parking in both the mid-afternoon and evening to

accommodate the excess demand. Overall, the project would provide adequate parking supply to accommodate the project, and would comply with the Planning Code design requirements. Thus, the project would not result in a significant impact associated with parking.

The proposed project does not designate an off-street loading space for the development. As part of the project, the sponsor is seeking an exception from the Planning Commission for the off-street loading requirement to provide up to three curb loading spaces. The provision of two or more on-street loading spaces rather than two off-street spaces at a single location is would address the project's expected loading, service, and delivery needs. With the exemption for the off-street loading requirement and additional curb loading spaces, the proposed project would have a less-than -significant impact on loading and service access.

The project would improve existing pedestrian facilities adjacent to Esprit Park by reconstructing 20th Street between Indiana Street and Minnesota Street to include a sidewalk, curb, and gutter and perpendicular on-street parking spaces. However, the project would also increase the number of pedestrians using another inadequate pedestrian facility along 20th Street, between Minnesota and Tennessee Streets. The improvements made for existing pedestrians on 20th Street between Indiana Street and Minnesota Street are expected to sufficiently compensate for the increase. Therefore, the project's effects to pedestrian facilities would be less than significant. The project would provide adequate bicycle parking, at least 20 bicycle parking spaces, and would not interfere with existing bicycle facilities and/or plans. Therefore, the project's impact to bicycle circulation would be less than significant.

Project construction would take approximately 19 months. The sidewalk along Minnesota Street on the project site would be closed for bracing during most of the project construction and a covered sidewalk would be provided in the curb lane. All other sidewalks would remain open during construction.

In summary, the project would not result in a significant impact on traffic, transit, circulation or parking.

## SHADOW (p.72)

There is existing shadow cast on Esprit Park from the existing 20th Street overpass throughout the day almost year-round, except around the summer solstice, when shadows are shortest. Existing buildings adjacent to Esprit Park also cast shadow on the park in the early morning and late afternoon throughout much of the year. The proposed project would cast new shadows on the southern portion of Esprit Park between late October and late February. The project would not cast any new shadow on Esprit Park on the spring or fall equinoxes (March 21 and September 21) or on the summer solstice (June 21).



The proposed project would cast only a small amount of new shadow on Esprit Park, and only beneath the 20th Street freeway overpass; that is, south of the area shaded by the overpass, where new shadow would "fill in" a portion of the area currently in sunlight "beneath" the shadow cast by the overpass roadway and between the areas of shadow cast by the support pillars for the overpass. Additionally, project shadow would occur over a relatively limited period of the year (between about mid-fall and mid-winter) and would cover a very limited area of Esprit Park, which is surrounded by existing trees. Therefore, the project would not be expected to adversely affect use or enjoyment of this public park, and would not result in a significant adverse impact on the use of the park.

## HISTORIC ARCHITECTURAL RESOURCES (p.79)

The proposed project would construct new residential uses within the existing volume of the historic winery and bottling warehouse, would build two new 50-foot-tall residential buildings within the footprint of the winery building, and would construct four new buildings on the northern part of the property presently occupied by surface parking lots and four later additions: the storage warehouse, shipping room, brandy house and tank building. Although these four buildings do not retain sufficient integrity to justify eligibility for the California Register of Historical Resources, they are listed as contributors to the Dogpatch Historic District in Article 10 of the Planning Code, and therefore, are considered historic resources under CEQA. Their demolition would constitute a significant, unavoidable impact.

With respect to the historic portions of the project site that retain integrity, the winery and bottling warehouse buildings, the project would remove non-historic elements from the facades of these structures, and renovate the buildings to accommodate new residential uses. According to Page & Turnbull, these design efforts would be generally consistent with spirit and intent of the Secretary of the Interior's Standards for Rehabilitation.

The demolition of the four structures located in the northern portion of the site, would not detract substantially from the significance of the rest of the complex or the historic district, and would not have a significant adverse effect on the Dogpatch Historic District as a whole, nor would it contribute considerably to a significant cumulative effect on the district.

## GROWTH INDUCEMENT (p. 92)

In general, a project would be considered growth-inducing if its construction and use would result in substantial population increases and/or new development in other nearby areas that might not occur if the project were not approved and implemented, particularly if the project would facilitate growth by removing a major obstacle to development in a particular area (such as provision of major new public services to an area where those services are not currently available). As discussed throughout this EIR, the proposed project would result in a new residential project on the site of the former Schilling Wine Cellars. The project would adaptively

reuse the currently vacant site, in a neighborhood where basic urban infrastructure is provided and, as such, would be more appropriately characterized as infill development that would meet demand for housing in San Francisco and the Bay Area, rather than a growth-inducing phenomenon that would facilitate development in areas not currently ripe for growth.

Furthermore, given the project's proximity to existing transit lines and the Third Street Light Rail project, to the extent that residents of the proposed project were to work in or near downtown San Francisco, residential expansion on the project site would result in substantially less impact on transportation systems and air quality than would comparable development in a more outlying part of the Bay Area where fewer services and less transit access is provided. For these reasons, the proposed project would not cause significant growth-inducing impacts.

### C. AREAS OF CONTROVERSY AND ISSUES TO BE RESOLVED

The primary area of controversy associated with the proposed project concerns the proposed changes to the Schilling Wine Cellars Complex, a contributor to the Dogpatch Historic District, the project's contribution to the loss of sites designated for PDR uses and the potential for the project to generate new shadow on Esprit Park. The Planning Commission will decide whether to approve or disapprove the proposed project after review and certification of the EIR. In selecting or rejecting project alternatives, decision makers may also use other information in the public record.

### D. MITIGATION MEASURES (p. 93)

#### HISTORIC ARCHITECTURAL RESOURCES

- **Salvage.** Despite major fire damage in the 1970s, the interior and exterior of the winery and bottling warehouse do contain several features worthy of salvage and potential reuse within the building or sale to a salvage contractor. Some of these features include steel clad fire doors between the two buildings, the freight elevator and the fireproof steel and masonry vault located in the southeastern corner of the main floor. Although not historic, the heavy timber framing within the interior of the winery is in good condition and quite valuable as large-dimensioned virgin lumber. It is therefore deserving of salvage and reuse in the project or sale to a salvage contractor.
- **Recordation.** While the level of alterations would not justify full-scale HABS (Historic American Building Survey) level documentation, the project sponsor should document the existing exterior and interior conditions of Schilling Wine Cellars complex with large format black and white photography, with labeled 8" x 10" prints labeled with each view. This effort, combined with existing original plans and the historic resources report prepared for this project (Page & Turnbull, 2004) should be packaged together and submitted to local archives, including the San Francisco Public Library History Room, San Francisco Architectural Heritage and the Northwest Information Center at Sonoma State University in Rohnert Park.



## CONSTRUCTION AIR QUALITY

To reduce particulate emissions, the project sponsor shall require the contractor(s) to spray demolition sites with water during demolition, excavation, grading and site prepared activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soil, sand or other such material; and sweep surrounding streets during these periods at least once per day. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsor shall require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

## HAZARDS

- The project sponsor shall ensure that any equipment containing PCBs, such as fluorescent light ballasts, are removed and properly disposed of according to applicable federal, state, and local laws prior to the start of renovation. Any other hazardous materials identified, either before or during work, will be abated according to applicable federal, state, and local laws.
- The abandoned underground storage tank present in the north-eastern portion of the site shall be removed prior to construction activities in the immediate area. The San Francisco Local Oversight Program (LOP) shall be contacted to oversee removal and determine appropriate remediation measures. Removal of the UST shall require, as deemed necessary by the LOP, over-excavation and disposal of any impacted soil that may be associated with such tanks to a degree sufficient to the oversight agency. In the event that additional USTs are encountered the same procedures described above shall apply.

## ARCHAEOLOGICAL RESOURCES

- The following mitigation measure is required to avoid any potential adverse effect from the proposed project on accidentally discovered buried or submerged historical resources as defined in *CEQA Guidelines* Sections 15064.5(a) and (c). The project sponsor shall distribute the Planning Department archeological resource "ALERT" sheet to the project prime contractor; to any project subcontractor (including demolition, excavation, grading, foundation, pile driving, etc. firms); or utilities firm involved in soils disturbing activities within the project site. Prior to any soils disturbing activities being undertaken each contractor is responsible for ensuring that the "ALERT" sheet is circulated to all field personnel including, machine operators, field crew, pile drivers, supervisory personnel, etc. The project sponsor shall provide the Environmental Review Officer (ERO) with a signed affidavit from the responsible parties (prime contractor, subcontractor(s), and utilities firm) to the ERO confirming that all field personnel have received copies of the Alert Sheet.

Should any indication of an archeological resource be encountered during any soils disturbing activity of the project, the project Head Foreman and/or project sponsor shall immediately notify the ERO and shall immediately suspend any soils disturbing activities

in the vicinity of the discovery until the ERO has determined what additional measures should be undertaken.

If the ERO determines that an archeological resource may be present within the project site, the project sponsor shall retain the services of a qualified archeological consultant. The archeological consultant shall advise the ERO as to whether the discovery is an archeological resource, retains sufficient integrity, and is of potential scientific/historical/cultural significance. If an archeological resource is present, the archeological consultant shall identify and evaluate the archeological resource. The archeological consultant shall make a recommendation as to what action, if any, is warranted. Based on this information, the ERO may require, if warranted, specific additional measures to be implemented by the project sponsor.

Measures might include: preservation in situ of the archeological resource; an archaeological monitoring program; or an archeological testing program. If an archeological monitoring program or archeological testing program is required, it shall be consistent with the Major Environmental Analysis (MEA) division guidelines for such programs. The ERO may also require that the project sponsor immediately implement a site security program if the archeological resource is at risk from vandalism, looting, or other damaging actions.

The project archeological consultant shall submit a Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describing the archeological and historical research methods employed in the archeological monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.

Copies of the Draft FARR shall be sent to the ERO for review and approval. Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest or interpretive value, the ERO may require a different final report content, format, and distribution than that presented above.

## **E. ALTERNATIVES (p. 97)**

### **A. NO PROJECT ALTERNATIVE**

The No Project Alternative would include no changes to the project site, which would remain in its existing condition. The brick winery and bottling warehouse buildings would not be altered for adaptive re-use, nor would the four structures located in the northern portion of the site be demolished and replaced with new residential buildings. No new housing or office space would be constructed on the site. Although the buildings on the site would likely remain vacant in the near term, it is possible that the site could be re-occupied in the future, possibly by a comparable residential project.



This Alternative would result in no substantial changes to the project site. Although the buildings are currently vacant, the site could be re-occupied by an office, industrial or PDR business under the current M-2 zoning, or residential and commercial uses under the draft Central Waterfront plan, if adopted. Unless another tenant occupies the site, this alternative would not result in any increase in travel to and from the project site. The No Project Alternative would maintain all existing buildings on the site and would not affect on-site historic resources, thereby avoiding the significant impact of the project, which would demolish four structures that are contributory to the Dogpatch Historic District. The visual character of the site would not be altered, and no new additional shadow would be cast on Esprit Park. This alternative would not cause any of the less-than-significant impacts described in the Initial Study, such as incremental increases in operational noise, or incremental increases in on-site population. Additionally, unless the site buildings were altered to accommodate other tenants, there would be no temporary construction impacts, such as noise, dust and construction traffic.

The No Project Alternative would be environmentally superior to the proposed project, at least over the near term, but would not meet any of the project sponsor's objectives.

## B. PRESERVATION ALTERNATIVE

Under this alternative, no exterior portions of the C. Schilling Wine Cellars complex would be demolished, and rehabilitation of existing buildings for residential and office use would be undertaken in a modified form. The historic winery and bottling warehouse buildings would be retained and developed as residential uses, but this alternative would not remove the winery's roof; rather, residential units would be constructed within the existing building, and not within a separate new structure, as is proposed under the project. This alternative would result in approximately 70 residential units, or about one-half of the project units. The storage warehouse, shipping room, brandy house and tank building located in the northern portion of the site would be retained, and modified to accommodate limited residential and office use. This alternative, therefore, would avoid the significant impact of the project, which would demolish four structures that are contributory to the Dogpatch Historic District. On-site parking would be limited to the existing outdoor parking lot (approximately 40 spaces) at the north end of the project site.

The Preservation Alternative would avoid the less-than-significant impacts of the proposed project resulting from adaptive reuse of the historic winery and bottling warehouse buildings, and the significant impact of the project resulting from demolition and replacement of the four contributory structures located in the northern portion of the site. With about half the project's residential units, the Preservation Alternative would result in substantially fewer vehicle trips than the project, and therefore transportation impacts would be less substantial than with the project. The amount of new shadow cast on Esprit Park by the alternative would be negligible and changes in visual quality would lessen, but land use impacts, although less-than-significant, would be similar to those under the project because the site would be converted from PDR to

residential use. This alternative would result in a substantial parking shortfall (about 40 spaces for 70 residential units). Although not a significant effect under CEQA, this shortfall would result in project residents having to seek on-street parking in the surrounding neighborhood. Temporary construction impacts, such as noise, dust and construction traffic, would be similar to those with the proposed project because the duration of construction would be comparable. Other less-than-significant effects described in the Initial Study related to the intensity of development (e.g., increases in on-site population) would be less intensive than with the proposed project.

The Preservation Alternative would be environmentally superior to the proposed project, because it would result in less intensive effects associated with a smaller development, but with substantially fewer units, this alternative would not meet the project sponsor's objectives.



## CHAPTER II

### PROJECT DESCRIPTION

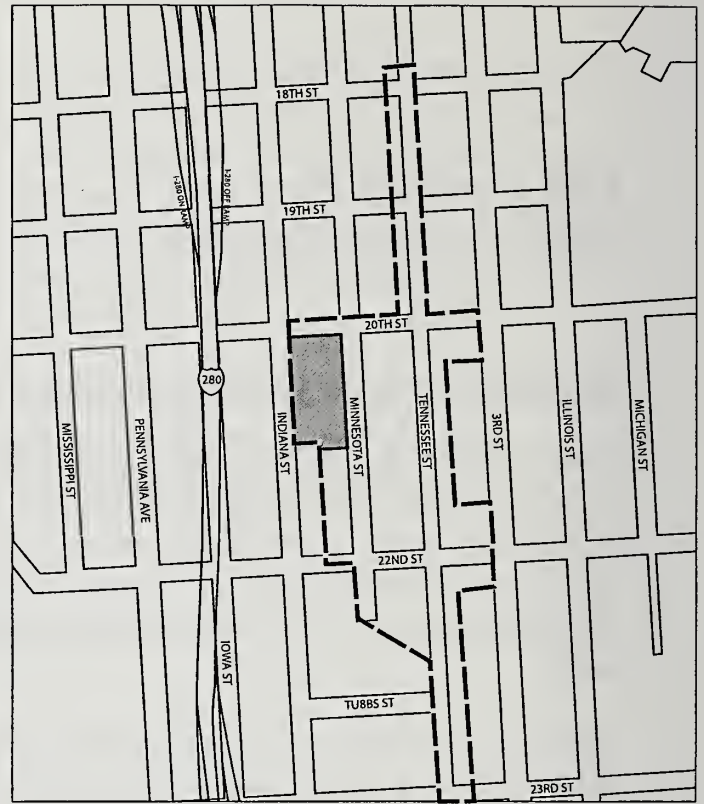
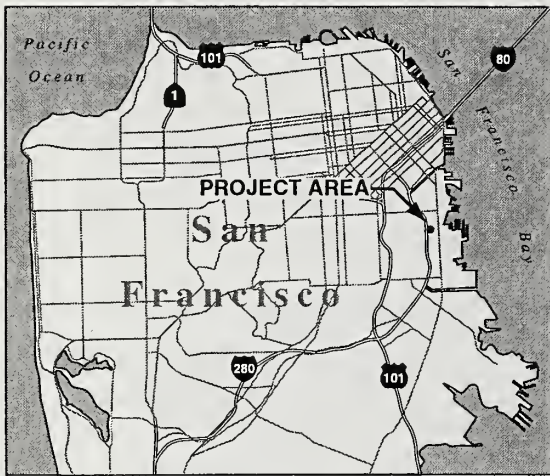
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#### A. SITE LOCATION AND PROJECT CHARACTERISTICS

The project sponsor, Build Inc., proposes to develop a mixed-use project on an approximately two-acre site in San Francisco's Central Waterfront district (see Figure 1). The project would include approximately 142 residential units (about 165,300 gross square feet (gsf) of residential space), about 6,300 gsf of office space, about 2,100 gsf of café space, and a 168-space underground parking area, and amenities for the residents, such as a fitness center and storage rooms.

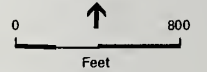
The project site occupies the northern half of the 900 block of Minnesota Street, between 20th and 22nd Streets, and has the street addresses of 900, 910-12 Minnesota Street and 833 Indiana Street (Assessor's Block 4106; Lot 27). The project site is currently occupied by six buildings totaling approximately 144,000 gsf; a surface parking area; and three private gardens and other landscaped areas that provide a combined 10,500 square feet of private open space serving the site (see Figure 2). The existing buildings together make up the C. Schilling & Co. Wine Cellars (Schilling Wine Cellars) complex, a contributor to San Francisco's Dogpatch Historic District.

The on-site buildings include the brick winery building, located on Minnesota Street at the southeastern portion of the site; the brick bottling warehouse, located on Indiana Street at the southwestern portion of the site; and, occupying the northern portion of the site, the wood-frame shipping room, storage warehouse and brandy house, and the concrete tank building. . The project site also includes a residentially zoned lot, at 910-12 Minnesota Street, that serves as private open space for the complex. Multiple pedestrian accessways along Minnesota, Indiana, and 20th Streets provide access to the project site; one driveway along Minnesota Street leads to the site's surface parking lot. Due to past grading on the project site, the site slopes downhill to the south and west, which results in the site's west elevation (Indiana Street) being one story higher than the site's east (Minnesota Street) elevation.



■ Project Site

--- Dogpatch Historic District Boundary (approximate)



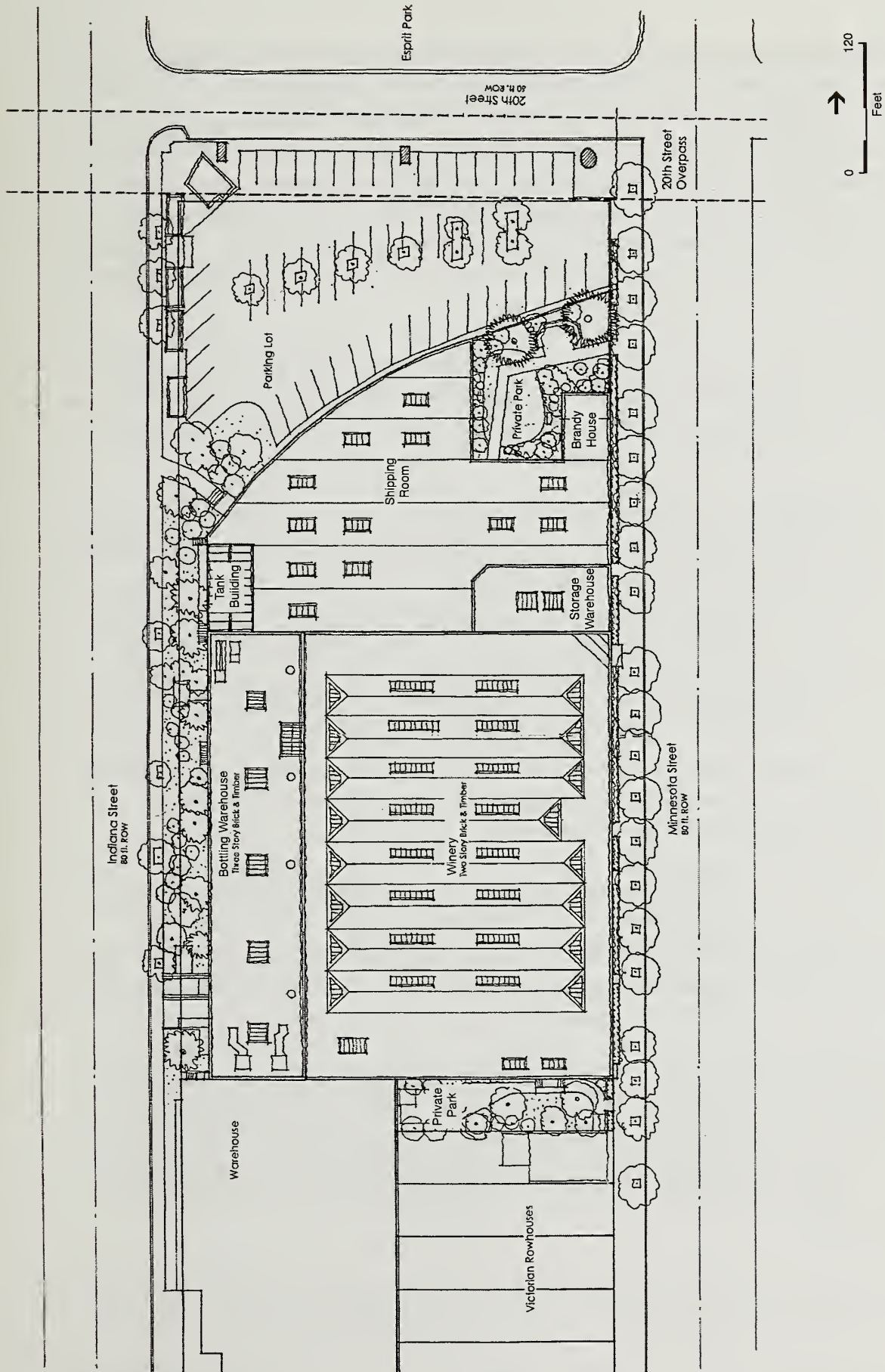
■ Project Site



SOURCE: Environmental Science Associates

Case No. 2004.0027E: 900 Minnesota Street / 204161 ■

**Figure 1**  
Project Location



Case No. 2004.0027E: 900 Minnesota Street / 204161 ■

**Figure 2**  
Existing Site Plan

SOURCE: Jon Worden Architects, Inc.



The developed portion of the project site is located in the M-2 (Heavy Industrial) Use District, and the private open space at the southeast portion of the site, is located in the RH-3 (Residential, House Three-Family) Use District. The site is within a 50-X Height and Bulk District (50-foot maximum height limit, no bulk limit). Zoning designations for the blocks to the immediate north, south and southeast of the project site comprise of residential, neighborhood commercial and public zoning districts (RH-3, NC-2 and P, respectively). The areas adjacent to the project site are also within the 50-X Height and Bulk District, with the height and bulk designations changing two to four blocks beyond the project site. Additionally, the project site is also located within the Central Waterfront Better Neighborhoods Plan Area.

The C. Schilling & Co. and successor firms occupied the project site until 1960. For a brief time in the 1960s, a trucking business operated out of the site. In 1972, Esprit de Corp. clothing company purchased the site for use as corporate offices. Esprit occupied the project site until 2003; since then, the site has been vacant.

The winery and bottling warehouse buildings, designed in an industrial-functional style known as the Nineteenth Century Commercial Style, are the oldest and most architecturally significant parts of the complex. The winery building, constructed in 1906, is a two-story brick and timber structure with a basement below, although due to the grade change across the site, the basement level of the winery is partially above grade on Minnesota Street. The former winery building occupies most of the site's Minnesota Street frontage, and up until recently housed Esprit de Corp.'s corporate offices and an employee café. The winery's interior was destroyed by fire in 1976. It was subsequently reconstructed in a style similar to the original, with heavy wooden post and timber framing. The three-story bottling warehouse was constructed in 1912 as an extension to the winery, and is adjoined to the winery by a common wall. The bottling warehouse also contained Esprit offices and a company gymnasium.

The shipping room, storage warehouse, and brandy house were constructed between 1912 and 1949 and are lightweight wood frame structures, located north of the winery and bottling warehouse. Esprit used these buildings for offices, manufacturing, and clothing design. The tank building is a concrete structure built in 1941; Esprit added a rooftop solarium to this building in 1984 and used it as a kitchen and for storage.

The project sponsor proposes to develop approximately 142 residential units (about 165,300 gsf of building space), a 168-space underground parking garage, about 6,300 gsf of office space, about 2,100 gsf of café space, about 3,300 gsf of resident amenities (e.g. a fitness room and storage), and about 26,200 square feet of private open space, all of which would be developed through a combination of adaptive reuse of selected buildings, as well as building demolition and new construction.

The project would retain and renovate the bottling warehouse, retain most exterior walls of the winery building; and construct two new steel-frame structures within the perimeter walls of the

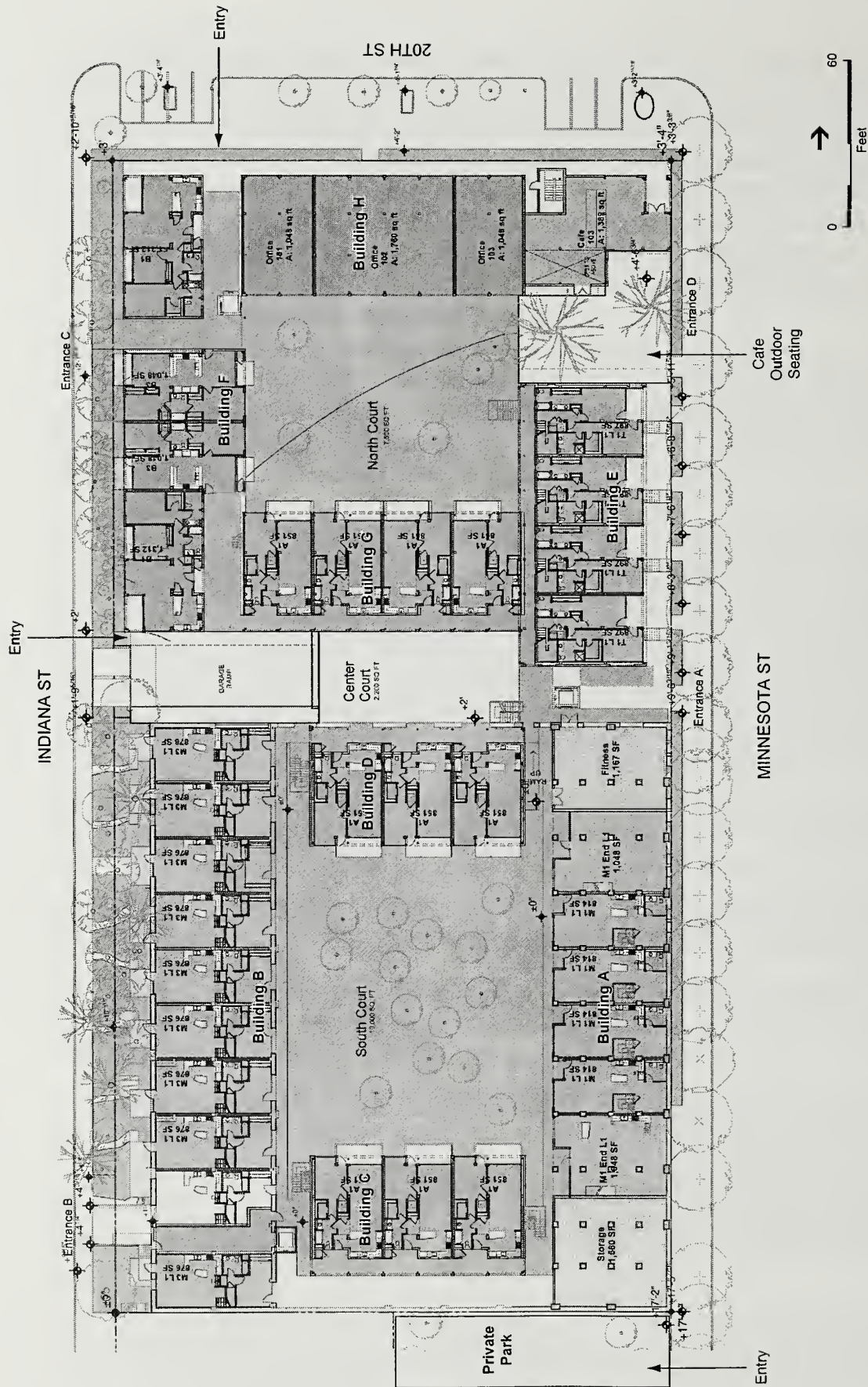
winery building. Together, the new buildings, the winery, and the bottling warehouse would frame a private outdoor courtyard. The winery and bottling warehouse buildings would also undergo seismic strengthening. The project would demolish the four structures on the northern portion of the site, including the shipping room, storage warehouse, tank building and brandy house, as well as the existing surface parking lot to construct four new buildings, centered around a second private courtyard, north of the winery and bottling warehouse buildings. Figures 3 and 4 illustrate the proposed building layouts and the variation in setbacks from adjacent street frontages by building and floor.

The project would demolish the roof and interior of the winery building, reconstruct the eastern portion of building, and construct two new buildings within the existing building walls, oriented perpendicular to the principal Minnesota Street façade. The eastern approximately one-third of the winery building would be reconstructed, largely from existing timber framing, and a new third floor added within the existing double-height second floor. The ground floor, which is partially below grade at the building's southern end, would accommodate six one-bedroom units, and resident-amenities such as a fitness room, movie room and storage space. Ten one-bedroom residential units would be constructed on the second floor and newly added third floor of the winery building. Exterior walls would be seismically strengthened and retained, with minor changes in fenestration and removal of one door on the Minnesota Street façade. Additional openings would be created in the north wall (not currently visible behind the existing storage warehouse and shipping room) and in the south wall (not currently visible except from the private open space) to provide light and air to residential units in the two new structures.

Within the exterior walls, two new six-story, approximately 50-foot-tall (measured in accordance with the Planning Code), steel-frame residential buildings, each containing 12 one-bedroom dwelling units and three two-bedroom units, would occupy the northern and southern portion of the winery building footprint, while about 10,000 square feet of the building footprint would be developed into an outdoor courtyard (the South Courtyard), open to the sky.

The project would alter the former winery's Minnesota Street frontage by replacing its existing windows with the intent of restoring the historic window pattern and type. The building entry would also be relocated to its historic location (see Figure 5). The other facades of the building are not generally visible, obscured by the later wood-frame addition to the north, the bottling warehouse to the west, and existing buildings and the private garden to the south. The principal access to the residential units in all three buildings would be via the South Courtyard, from a doorway to be created north of the winery building from the private park to the south of the winery building, and from the parking garage to be built on the northern part of the site.





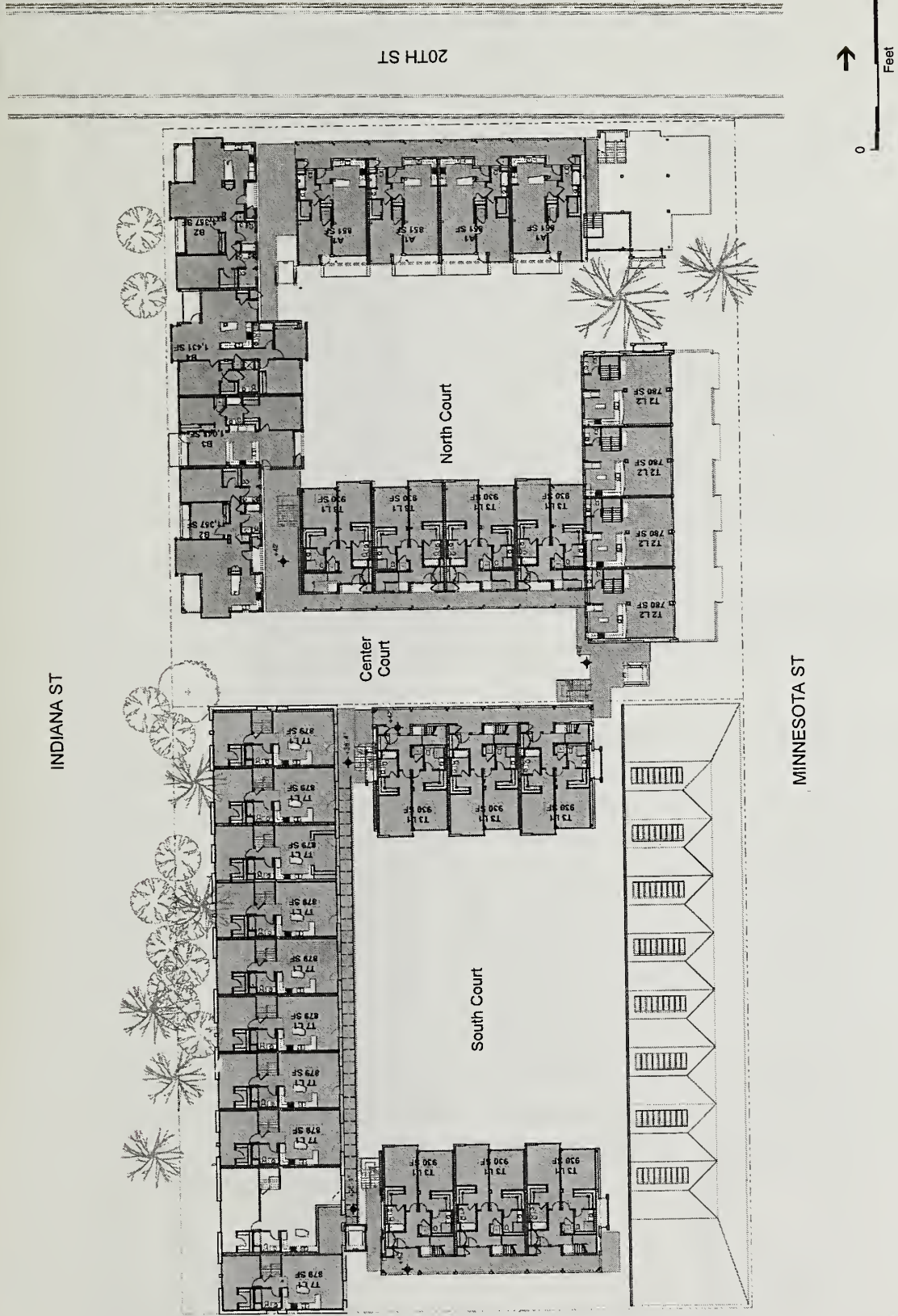
SOURCE: Jon Worden Architects, Inc.

Case No. 2004.0027E: 900 Minnesota Street / 204161

Figure 3

Proposed Project: Level 1



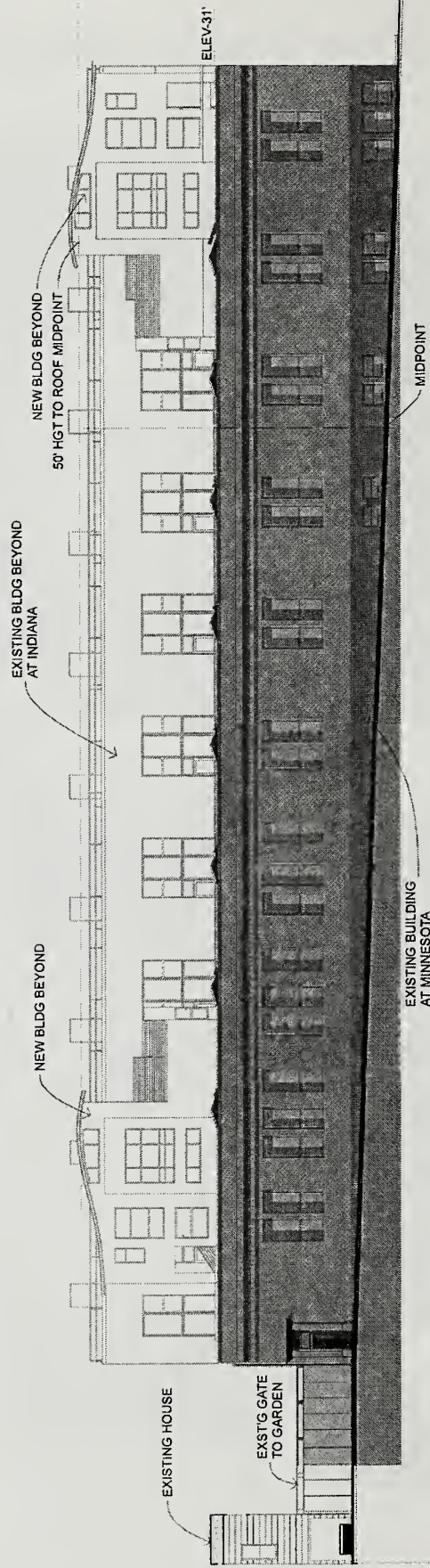
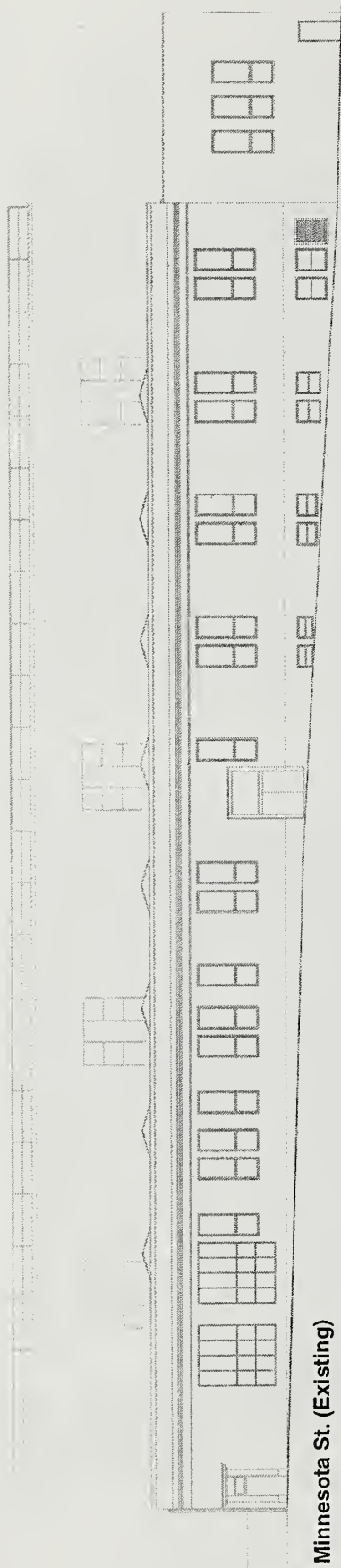


Case No. 2004.0027E: 900 Minnesota Street / 204161

Figure 4

Proposed Project: Level 5

SOURCE: Jon Worden Architects, Inc.





The bottling warehouse, which fronts Indiana Street, would also be renovated as part of the proposed project to include 10 one-bedroom and 20 two-bedroom residential units. The project would not alter the existing height of the bottling warehouse, which is legally non-complying at 56 feet.<sup>2</sup> Along the Indiana Street frontage fire escapes would be removed, and private stoops would be added to the ground floor two-bedroom units. New windows, similar in design to the existing window grid, and a new front entry would also be added to the warehouse's Indiana Street façade (see Figure 6).

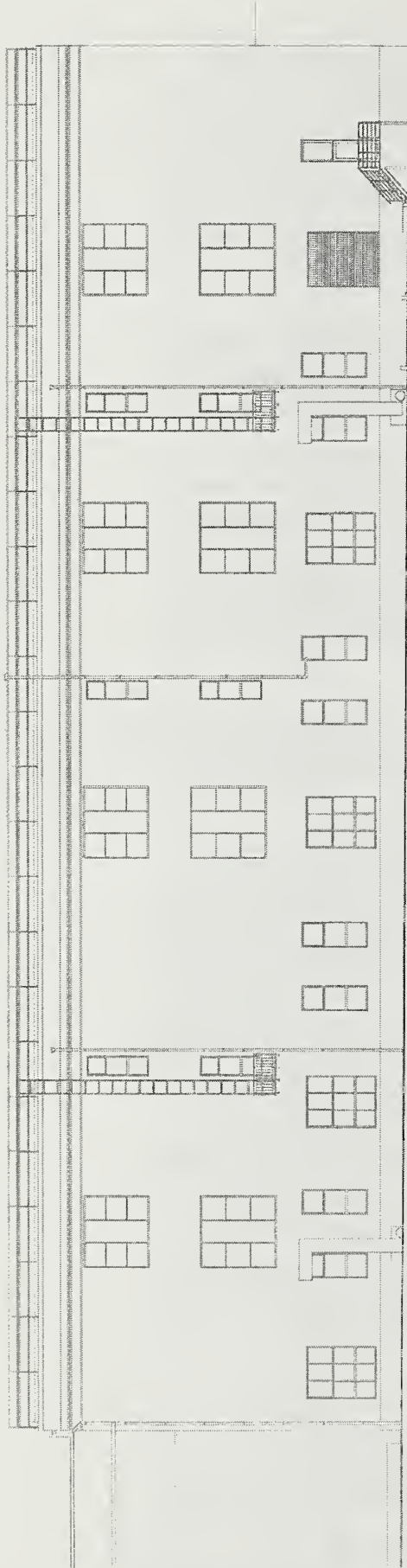
The project would demolish the shipping room, storage warehouse, brandy house and tank building, demolish the surface parking lot on the northern portion of the site, and construct 66 new one-and two-bedroom residential units in four 50-foot-tall buildings (measured in accordance with the Planning Code) arrayed around a new central courtyard (the North Courtyard). Ground-floor units along Minnesota and Indiana Streets would have individual unit entries and stoops. On the ground and second floors of the building adjacent to 20th Street, approximately 6,300 gsf of office space and about 2,100 gsf of café space are proposed. Figure 7 depicts elevations of the new buildings from Minnesota, Indiana, and 20th Streets. Figure 8 shows the complete project elevations along both Minnesota and Indiana Streets. Figure 9 is a depiction of the proposed project along the Minnesota Street frontage.

In total, the project proposes approximately 142 dwelling units, including approximately 83 one-bedroom units, and approximately 59 two-bedroom units. Many of the units would be double-height, with a partial mezzanine.

The proposed project would provide a total of 26,200 square feet of open space, including 19,700 square feet of common open space for residents in three new courtyards. An additional 6,500 square feet of open space on the project site would include the existing 2,500-square-foot private garden located on the site's southeast boundary and most of the 4,000 square feet of landscaped open space along the Indiana Street frontage. The existing private garden located south of the site's surface parking lot would be reduced in size, would provide outdoor seating for the adjacent café, and would be integrated into the new North Courtyard, covering about 7,500 square feet, and surrounded by the new residential buildings. The South Courtyard, providing about 10,000 square feet of open space, would be located within the winery building footprint, and the 2,200-square-foot Center Courtyard, would be developed generally in the center of the site between the new construction to the north and the winery building and bottling warehouse to the south. About one-third of the new courtyard space would be landscaped, with the remainder of the space dedicated to pedestrian pathways and hardscaped spaces. Most units would also contain private open space.

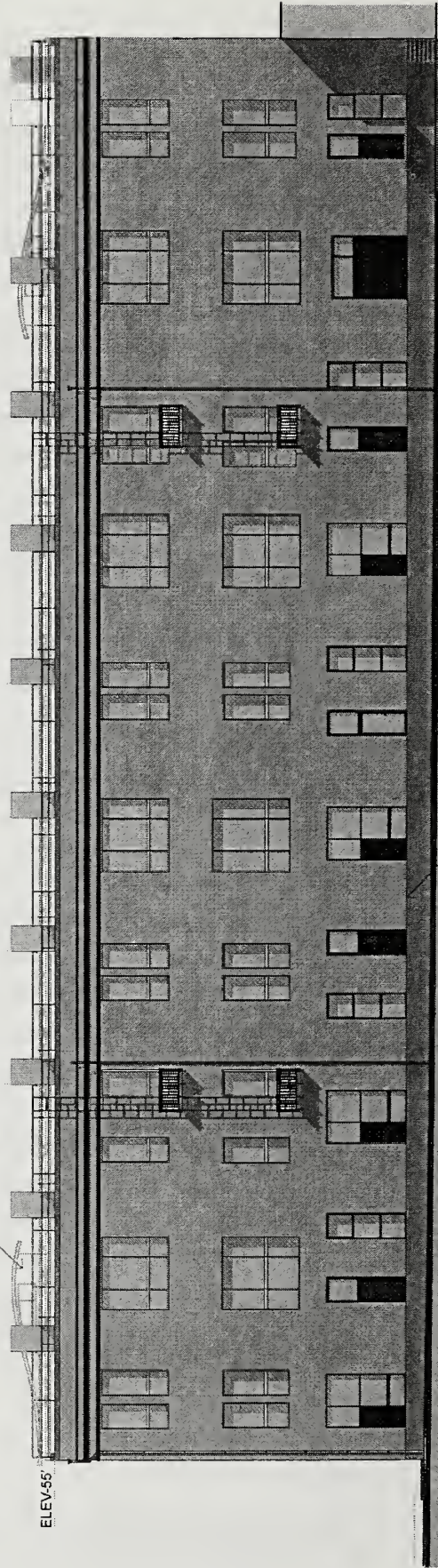
<sup>2</sup> Rooftop stair enclosures would be added to permit access to new roof decks; these enclosures are not counted as part of building height (Planning Code Sec. 260(b)(1)(B)).





Indiana St. (Existing)

NEW BLDG BEYOND



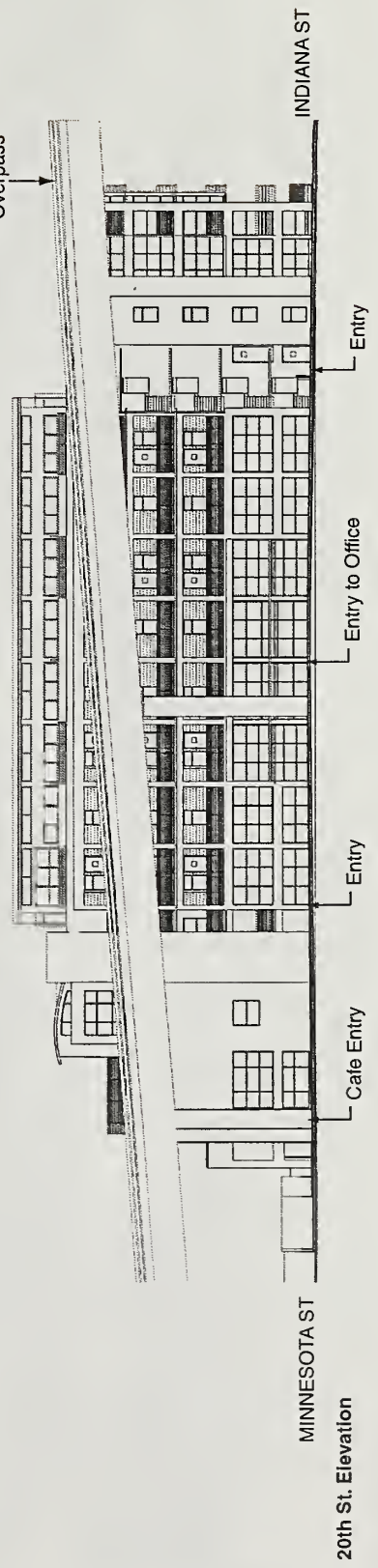
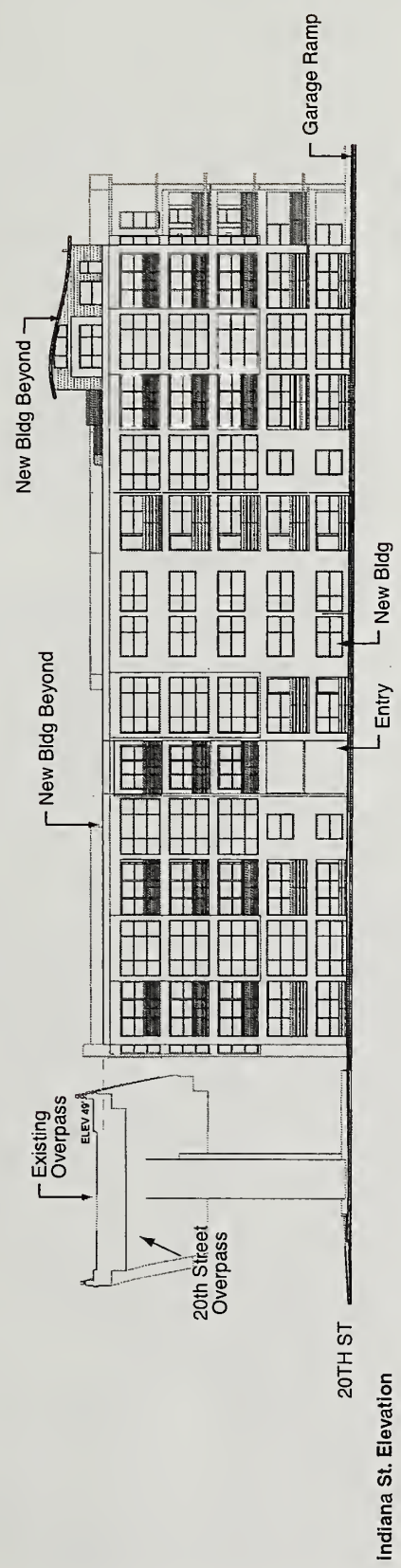
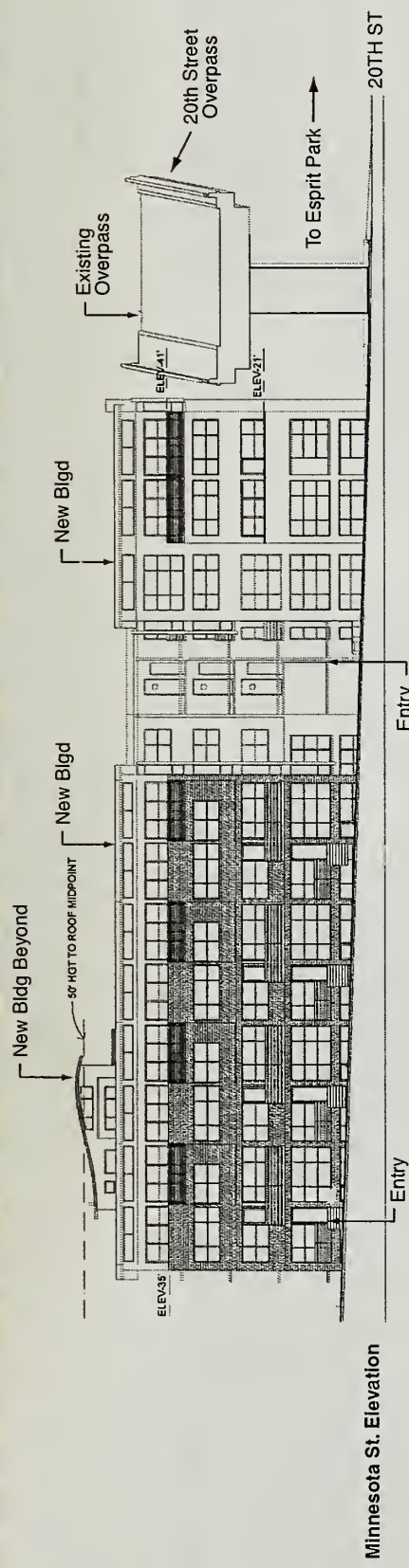
Indiana St. (Proposed)

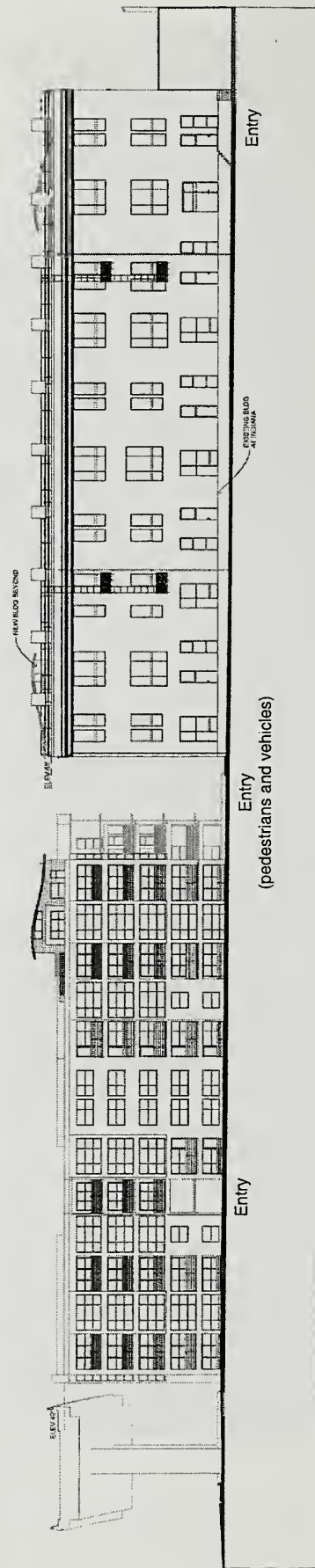
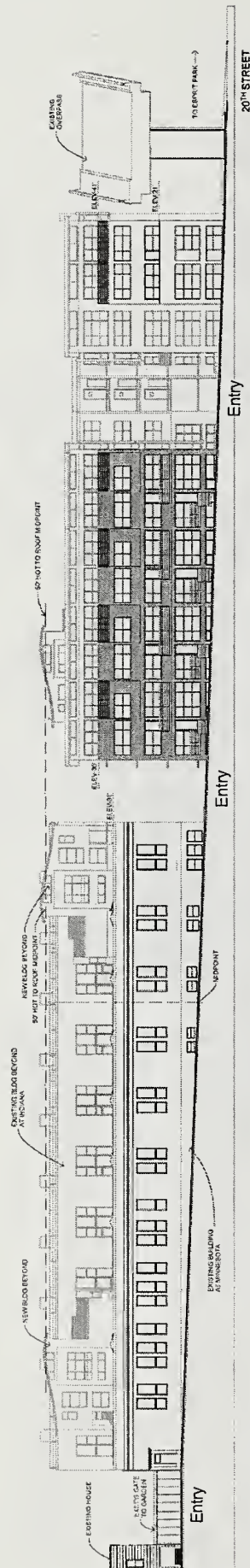
SOURCE: Jon Worden Architects, Inc.

Case No. 2004.0027E: 900 Minnesota Street / 204161 ■

**Figure 6**  
Elevations - Bottling Warehouse  
(Indiana Street)

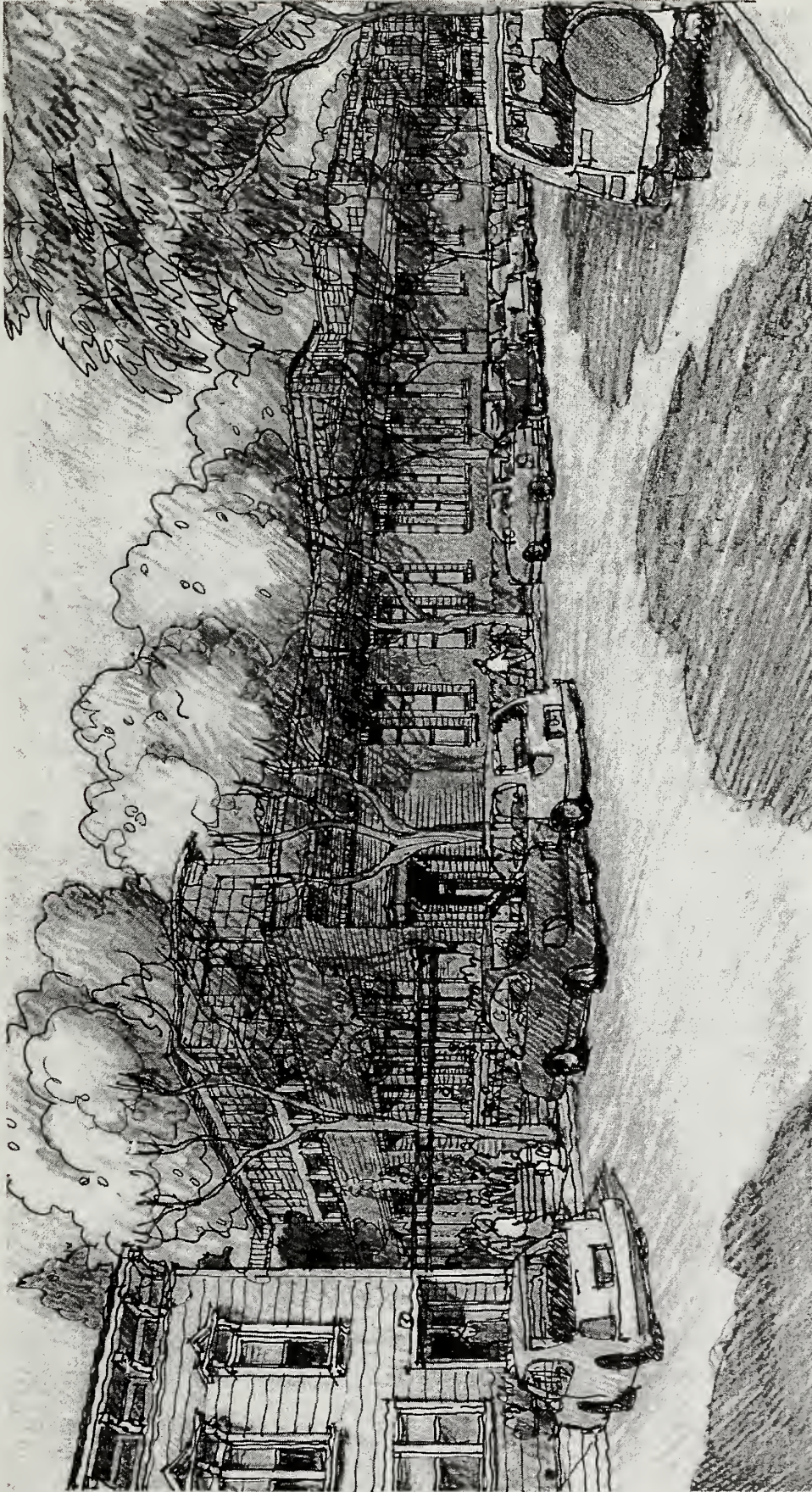






Case No. 2004.0027E; 900 Minnesota Street / 204161 ■





Case No. 2004.0027E; 900 Minnesota Street / 204161 ■

SOURCE: Jon Worden Architects, Inc.

**Figure 9**  
Project Rendering Along Minnesota Street



The proposed underground parking garage would extend under the northern half of the project site, beneath the new construction north of the two existing brick buildings (see Figure 9). The two-story garage would include 168 parking spaces as well as bicycle storage for at least 20 bikes, and garbage and recycling bins. Vehicular access to and from the garage would be located on Indiana Street, about 110 feet south of the intersection of Indiana and 20th Streets. Pedestrian access to the parking garage would be provided via three staircases and elevators from the project's residential buildings and interior courtyards. The average depth of excavation required for the underground garage would be about 22 feet, although this would vary due to the site's topography, and the approximate volume of excavated materials would be about 32,600 cubic yards.

Seismic upgrades to existing buildings on the project site are planned to comply with a Department of Building Inspection (DBI) order of abatement for unreinforced masonry buildings. These seismic improvements would occur regardless of the proposed project, and are anticipated to occur in fall 2005.

Project demolition and construction would occur in three phases over approximately 19 months. The first phase would occur over about four weeks and would include demolition of the four structures in the northern portion of the project site and complete disassembly of the interior of the winery building. The project's second phase would include site grading and excavation, expected to take about three months. The third phase would include construction of building foundations through project completion, and is expected to take about 15 months. The project architect is Jon Worden Architects of Healdsburg.

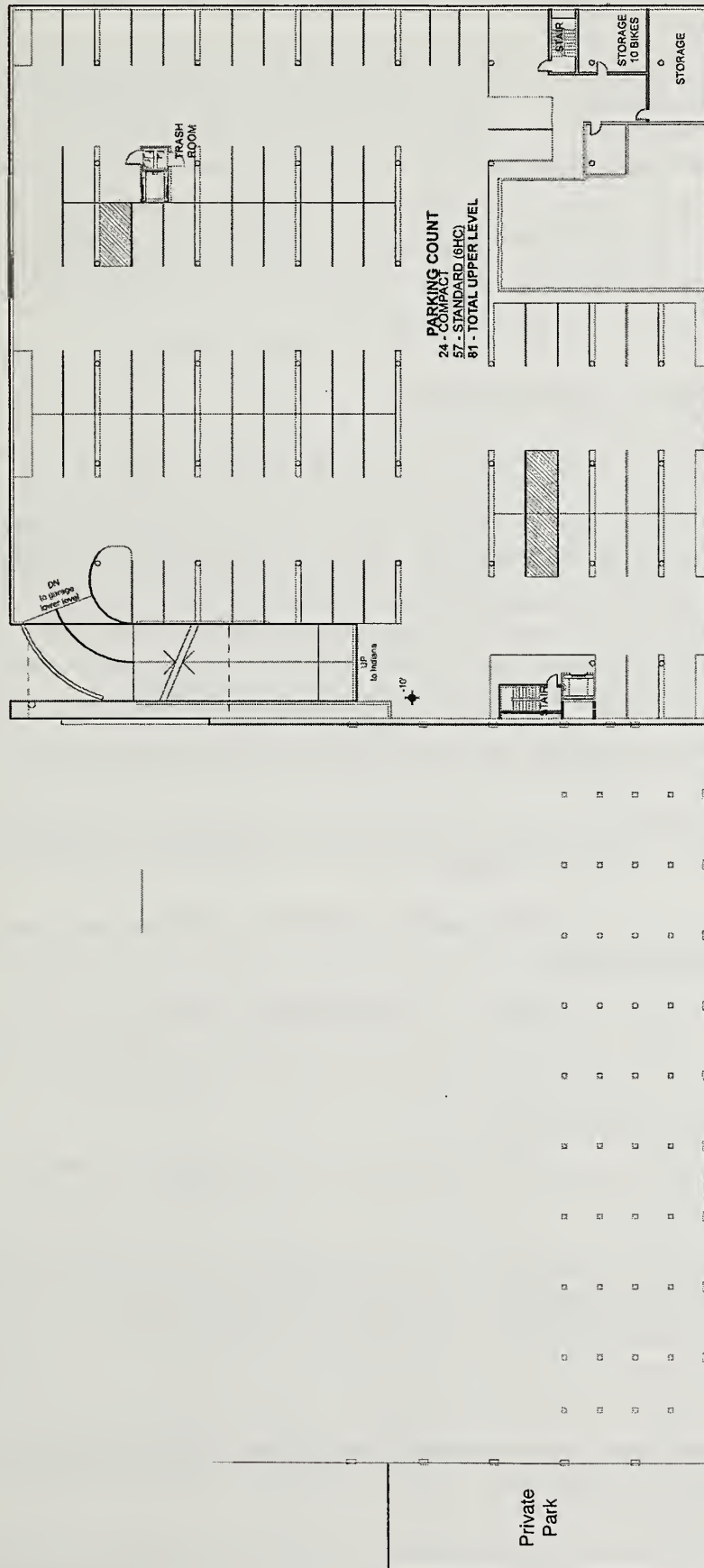
## PROJECT SETTING

As shown in Figure 1, p. 14, the two-acre project site is located in the Dogpatch neighborhood, a small residential enclave within the Central Waterfront area of San Francisco. The Central Waterfront covers the City's eastern shoreline between China Basin and Islais Creek and adjacent inland areas. The Central Waterfront is characterized by an eclectic mix of land uses. The area retains its historic industrial, maritime, and residential uses, in addition to the later introduction of a mix of contemporary small manufacturing firms, graphic designers, set shops, film production studios, and other activities. More recently, new residential buildings have been developed in the project vicinity, generally in the form of live/work units.

The project site is surrounded by a mix of residential and non-residential land uses. Non-residential uses include production, distribution, and repair (PDR) uses such as wholesalers, trucking companies, food distributors, set shops, and warehouses; the San Francisco Municipal Railway (MUNI) Woods bus yard to the south of the site; Interstate 280 to the west of the site; and the 1.8-acre publicly owned Esprit Park, under the jurisdiction of the Recreation and Park

INDIANA STREET

20TH STREET





Department, to the north of the site. Residential uses in the area include single-family, multi-family, and live/work residences.

The project site is within the boundaries of the locally-designated Dogpatch Historic District,<sup>3</sup> an approximately nine-block enclave of worker housing and industrial buildings located east of Potrero Hill. The district is generally bound by Mariposa Street to the north, Tubbs Street (just north of 23rd Street) to the south, Third Street to the east and Indiana Street to the west. Although predominantly residential, the Dogpatch Historic District has several industrial, commercial and civic buildings interspersed amongst flats and cottages. The majority of the buildings within this historic district were constructed between 1870 and 1930.

## B. PROJECT SPONSOR'S OBJECTIVES

The project sponsor's objectives for the proposed 900 Minnesota Street project include:

- Redevelop an underutilized site into a viable residential mixed-use project that provides approximately 142 dwelling units in proximity to local and regional transportation and job opportunities in the greater downtown, including on-site or off-site below market rate units pursuant to the inclusionary housing requirements of Sections 315-315.9 of the San Francisco Planning Code, thereby implementing the objectives of the San Francisco General Plan Housing Element to convert underutilized industrial and commercial areas to residential uses that will contribute significantly to the City's housing supply.
- Provide a small amount of compatible commercial office space for occupancy by the project sponsor and other users.
- Adaptively reuse a historic building complex while removing elements that lack historic integrity to allow for new residential construction.
- Provide new residential uses in a location consistent with the revised draft of the Central Waterfront Better Neighborhoods Plan.
- Provide a mixture of dwelling sizes and types to accommodate the greatest range of potential residents.
- Create a residential community that will complement and enhance existing adjacent residential and commercial neighborhoods.
- Add to the 24-hour population in the Dogpatch neighborhood and the growing Central Waterfront area.
- Provide "eyes on the street" on the Minnesota and Indiana Street frontages through the use of entryway stoops and residential windows and on Esprit Park through the provision of a café and office space on the ground floor across 20th Street from the park.

<sup>3</sup> The Dogpatch Historic District is subject to Article 10 – Preservation of Historical Architectural and Aesthetic Landmarks of the San Francisco Planning Code under Appendix L, Dogpatch Historic District. (See Chapter III.B, Cultural Resources for more information.)

- Efficiently provide adequate on-site parking to meet the needs of the project.
- Develop a project that is economically feasible in terms of residential density, building massing, parking, and other amenities in order to produce a reasonable return on investment for the project sponsor and is able to attract investment capital and construction financing.
- Provide construction jobs as well as other long term employment opportunities.

## **C. PROJECT APPROVAL REQUIREMENTS AND GENERAL PLAN POLICIES**

### **APPROVALS AND PLAN CONSISTENCY**

The San Francisco Planning Code implements the San Francisco General Plan, and governs permitted uses, densities and configuration of buildings within San Francisco. The Code incorporates by reference the City's Zoning Maps. Permits to construct new buildings or to alter or demolish existing ones may not be issued unless the proposed project conforms to the Code or an exception is granted pursuant to provisions of the Planning Code.

The developed portion of project site is in an M-2 (Heavy Industrial) Use District, and within this district, office uses and accessory parking are permitted as principal uses, and residential uses are subject to approval by the City Planning Commission as a conditional use as provided in Section 303 of the Planning Code. The southeastern portion of the site, which is comprised of private open space and would continue to be used as private open space with the proposed project, is located in an RH-3 (Residential, House Three-Family) where residential uses as well as open space use for passive recreational purposes is permitted.

The project site is within a 50-X Height and Bulk District (50-foot maximum height limit, no bulk limit). New construction on the site would be 50 feet in height, measured according to the Planning Code, and would be consistent with the height limit. The height of the bottling warehouse, a legally non-complying structure of approximately 56 feet, would not be altered by the project. The project would be consistent with the Height and Bulk limitations for the site.

The project sponsor is requesting approval of a Planned Unit Development (PUD) under Section 304 of the Planning Code, which requires conditional use authorization from the Planning Commission, pursuant to Section 303 of the Planning Code. The project would meet the Planning Code requirement for on-site open space; however, the project sponsor would request a modification to the rear yard configuration, proposing common usable open space in interior courtyards, rather than in a single rear yard configuration. The project sponsor also requests a modification, as part of the PUD, for the off-street loading requirement. The project does not include an on-site loading area, and would instead seek one or more curb loading spaces from the Department of Parking and Traffic. The project sponsor also requests a modification to how the



50-foot height limit is measures for a few project elements in the interior of the site, pursuant to Section 304 (d)(6) of the San Francisco Planning Code.<sup>4</sup>

The project would be subject to Planning Code Section 295, which limits new shadow on public open spaces under the jurisdiction of the Recreation and Park Commission, and if such shadows are created, require the Planning Commission and Recreation and Park Commission to determine that the new shadow would not result in a significant adverse impact on the use of the park. An evaluation of the potential for the project to generate new shadow effects on Esprit Park is presented in Section III.D of this EIR.

The proposed project would comply with the provisions of Section 151 of the Planning Code, which establishes minimum parking requirements for residential and office land uses.

The project would require a Certificate of Appropriateness, as specified in Planning Code Section 1006, for demolition and exterior alterations to contributory buildings within a historic district. The Landmarks Preservation Advisory Board would review the request for a Certificate of Appropriateness and make its recommendation to the Planning Commission. The project would also require building permits, which would require review and approval by the Planning Department and Department of Building Inspection.

Environmental plans and policies, like the Bay Area 2000 Clean Air Plan, directly address physical environmental issues and/or contain standards or targets that must be met in order to preserve or improve specific components of the City's physical environment. The proposed project would not obviously or substantially conflict with any such adopted environmental plan or policy.

In 1986, the voters of San Francisco passed Proposition M, the Accountable Planning Initiative, which added Section 101.1 to the City Planning Code to establish eight Priority Policies. These policies are: preservation and enhancement of neighborhood-serving retail uses; protection of neighborhood character; preservation and enhancement of affordable housing; discouragement of commuter automobiles; protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; maximization of earthquake preparedness; landmark and historic building preservation; and protection of open space. Prior to issuing a permit for any project which requires an Initial Study under the California Environmental Quality Act (CEQA), or adopting any zoning ordinance or development agreement, the City is required to find that the proposed project or legislation is consistent with the Priority Policies. The Planning Commission motions for the proposed conditional use authorization and the Certificate of Appropriateness would each contain the analysis determining whether the project is in conformance with the Priority Policies.

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<sup>4</sup> For example, the uppermost story of the buildings labeled C, D, and G on Figure 1, p. 14 (also visible in Figures 7 and 8, pp. 23 and 24), would be 50 feet tall, measured from a point along Minnesota Street that is midway between the horizontal extent along Minnesota of these three buildings.



## GENERAL PLAN

The San Francisco General Plan, which provides general policies and objectives to guide land use decisions, contains some policies that relate to physical environmental issues. The compatibility of the project with General Plan policies that do not relate to physical environmental issues will be considered by decision makers as part of their decision whether to approve or disapprove the proposed project and any potential conflicts identified as part of that process would not alter the physical environmental effects of the proposed project. The Planning Commission would review the project in the context of applicable objectives and policies of the General Plan. The project site is within the area covered by the draft Central Waterfront plan, a proposed area plan to be contained in the San Francisco General Plan. The draft Central Waterfront plan would amend the existing Central Waterfront Plan. The environmental review of the draft Central Waterfront plan is underway, as part of the proposed Eastern Neighborhoods Rezoning Project EIR.

## EIR PUBLIC REVIEW PROCESS

This EIR will undergo a public comment period, as noted on the cover, including a public hearing before the Planning Commission on the Draft EIR. Following the public comment period, responses to written and oral comments will be prepared and published in a Summary of Comments and Responses document. The Draft EIR will be revised as appropriate and, with the Summary of Comments and Responses, presented to the Planning Commission for certification as to its accuracy, objectivity, and completeness. No approvals or permits may be issued before the Final EIR is certified.

## CHAPTER III

### ENVIRONMENTAL SETTING AND IMPACTS

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#### A. LAND USE, PLANS, AND POLICIES

This section presents a discussion of existing land uses at the project site and vicinity and analyzes potential project impacts related to the project's potential to affect the character of the project site and its surroundings. The Initial Study (Appendix A) for the proposed 900 Minnesota Street project concluded that project construction and operation of the proposed project would not disrupt or divide a community.

This section also analyzes whether the project has the potential to result in a significant impact due to the conversion of the site to residential uses, which could contribute to a loss of land zoned for production, distribution, and repair (PDR) uses.

#### SETTING

##### *EXISTING LAND USES*

##### **Project Site**

The two-acre project site is bounded by 20th Street to the north, Minnesota Street to the east, Indiana Street to the west, and existing residential development to the south. Although presently vacant, the site was historically used as a wine bottling plant and wholesale warehouse and more recently functioned as the corporate offices for Esprit de Corp., a clothing company. Esprit occupied the project site until 2003; since that time, the site has been vacant.

As stated in Section II, Project Description, the site contains a collection of six buildings ranging in height from one to three stories, landscaped open spaces and a surface parking lot. Along Minnesota Street, the winery, storage warehouse, shipping room and brandy house are built to the lot line. The bottling warehouse, shipping room and tank building are set back from Indiana Street by the 4,000-square-foot landscaped open space between the buildings and the sidewalk. A 4,000 square foot landscaped area is nestled between the brandy house and the shipping room. The parking lot, accessible from the Minnesota Street driveway, occupies the northern portion of the site area.

## Project Vicinity

The two-acre project site is situated within the Dogpatch Historic District and the Central Waterfront Planning Area. The Dogpatch Historic District and the larger Central Waterfront Planning area are generally characterized by an eclectic mix of land uses. The area retains its historic industrial, maritime, and residential uses, and also includes a mix of small manufacturing firms, graphic designers, film production studios, set shops, and other activities introduced in the 1980s and 1990s. More recently, new residential development has occurred in the project vicinity, generally in the form of live/work units.

Land uses in the project vicinity are both residential and non-residential. Non-residential uses include production, distribution, and repair (PDR) uses such as wholesalers, trucking companies, food distributors, and warehouses and other industrial uses. Within the Dogpatch Historic District, industrial/commercial structures are often surrounded by residential buildings. Non-residential buildings are generally of typical warehouse design, large in bulk, with sizable, ground level openings, designed for rail or vehicular access.

Residential uses within the Dogpatch Historic District include single- and multi-family dwellings. The Dogpatch Historic District includes the oldest and most intact concentration of industrial workers' housing in San Francisco with the vast majority of residences constructed between 1890 and 1910. Residential buildings generally reflect vernacular forms of Greek Revival, Queen Anne, Italianate, Eastlake and Classical Revival architectural styles, or combinations thereof.<sup>5</sup>

Immediately north of the project site, on the opposite side of 20th Street and the 20th Street overpass, is the 1.8-acre Esprit Park, a Recreation and Park Department property. Esprit Park was constructed by Esprit de Corp. in 1982 and acquired by the City in 2003. The park is composed of trees, shrubs, a running track, benches, picnic tables, parcourse fitness stations, walking paths and a one-acre open lawn.

West of the project site, opposite Indiana Street, are a number of corrugated metal industrial buildings including the San Francisco Opera set shop, and further west, beyond the warehouses, are Interstate 280 and the Potrero Hill residential neighborhood. Immediately south of the project site is a row of Edwardian-era two-family flats, and east across Minnesota Street, opposite the site, is a 1930s-era reinforced concrete print shop as well as a row of identical Victorian-era workers' cottages. The San Francisco Municipal Railway (MUNI) Woods bus yard, south of 22nd Street, and the Caltrain 22nd Street Station are situated within the project vicinity, but not adjacent to the site boundaries.

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<sup>5</sup> VerPlanck, Christopher. The Story of the Dogpatch. Available online at: [http://www.pier70sf.org/dogpatch/dp\\_hist\\_arch.htm](http://www.pier70sf.org/dogpatch/dp_hist_arch.htm)



## PLANS AND POLICIES

### *SAN FRANCISCO GENERAL PLAN*

The San Francisco General Plan contains 10 elements (Commerce and Industry, Recreation and Open Space, Residence, Community Facilities, Urban Design, Environmental Protection, Transportation, Air Quality, Community Safety, and Arts) that provide goals, policies, and objectives for the physical development of the city. In addition, the General Plan includes area plans that outline goals and objectives for specific geographic planning areas. The following General Plan policies and objectives are among those applicable to the proposed project:

#### *Housing Element*

- Objective 1: To provide new housing, especially permanently affordable housing, in appropriate locations which meets identified housing needs and takes into account the demand for affordable housing created by employment demand.
- Policy 1.1: Encourage higher residential density in areas adjacent to downtown, in underutilized commercial and industrial areas proposed for conversion to housing, and in neighborhood commercial districts where higher density will not have harmful effects, especially if the higher density provides a significant number of units that are affordable to lower income households. Set allowable densities in established residential areas at levels which will promote compatibility with prevailing neighborhood scale and character where there is neighborhoods support.
- Policy 1.3: Identify opportunities for housing and mixed-use districts near downtown and former industrial portions of the City.
- Policy 1.4: Locate infill housing on appropriate sites in established neighborhoods.
- Policy 1.7: Encourage and support the construction of quality, new family housing.
- Objective 11: In increasing the supply of housing, pursue place making and neighborhood building principles and practices to maintain San Francisco's desirable urban fabric and enhance livability in all neighborhoods.
- Policy 11.1: Use new housing development as a means to enhance neighborhood vitality and diversity.
- Policy 11.5: Promote the construction of well-designed housing that enhances existing neighborhood character.

#### *Transportation Element*

- Policy 11.3: Encourage development that efficiently coordinates land use with transit service, requiring that developers address transit concerns as well as mitigate traffic problems.
- Objective 24: Improve the ambiance of the pedestrian environment.
- Policy 24.4: Preserve pedestrian-oriented building frontages.

#### *Urban Design Element*

- Policy 1.3: Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts

- Policy 2.4: Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.
- Policy 2.6: Respect the character of older development nearby in the design of new buildings.
- Objective 3: Moderation of major new development to complement the city pattern, the resources to be conserved, and the neighborhood environment.
- Policy 3.1: Promote harmony in the visual relationships and transitions between new and older buildings.
- Policy 3.2: Avoid extreme contrasts in color, shape and other characteristics which will cause new buildings to stand out in excess of their public importance.
- Policy 3.5: Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.
- Policy 3.6: Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction.

***Recreation and Open Space Element***

- Policy 4.5: Require private usable outdoor open space in new residential development.

A conflict between a proposed project and a General Plan policy does not, in itself, indicate a significant effect on the environment within the context of CEQA. Any physical environmental impacts that could result from such conflicts are analyzed in this EIR. In addition to considering inconsistencies that affect environmental issues, the Planning Commission considers other potential inconsistencies with the General Plan, independently of the environmental review process, as part of the decision to approve or disapprove a proposed project. Any potential conflict not identified in this environmental document would be considered in that context and would not alter the physical environmental effects of the proposed project that are analyzed in this EIR.

**Central Waterfront Area Plan**

The Central Waterfront Area Plan (Area Plan), an element of the General Plan, covers approximately 1.4 square miles of the eastern shoreline of San Francisco between China Basin and Islais Creek and adjacent inland areas. The existing Area Plan emphasizes maritime and economic development policies, as well as housing policies. The Area Plan also establishes policies regarding transportation, recreation, commerce, and urban design and historic preservation.

The overall goal of the Central Waterfront Plan is to create a physical and economic environment conducive to the retention and expansion of San Francisco's industrial and maritime activities. The Plan's objectives and policies are designed to (1) increase employment opportunities for San Francisco's unemployed and underemployed residents; (2) enhance the working environment to stimulate business growth; and (3) improve the area's appearance and attractiveness. Specific



policies contained in the Central Waterfront Plan that would apply to the proposed project include:

- Policy 6.2: Encourage additional housing within established residential areas.
- Policy 10.3: Encourage the rehabilitation of architecturally or historically significant buildings with reuse potential.
- Policy 10.4: Encourage the inclusion of recreational facilities, outdoor leisure areas, and public open spaces in new private developments.
- Policy 23.2: Promote the retention and conservation of the existing housing stock. Support efforts to rehabilitate substandard units at affordable costs to increase the supply of decent housing.

The project site is within the Lower Potrero subarea within the Central Waterfront Plan area. Objectives for this subarea call for retention and expansion of industrial uses and preservation and improvement of the existing residential neighborhood.

### **Draft Central Waterfront Neighborhood Plan**

The public review draft Central Waterfront Neighborhood Plan (“Central Waterfront plan”), released by the Planning Department on January 22, 2003, with revisions released on February 19, 2004,<sup>6</sup> as part of the Department’s Better Neighborhood planning program, would amend the existing Central Waterfront Plan.

Environmental review of the draft Central Waterfront plan and the proposed Eastern Neighborhoods Rezoning Project is under way for both projects in one EIR. The Eastern Neighborhoods project would include the introduction of new zoning districts, including several mixed-use districts designed to preserve light industrial, or PDR uses; other mixed-use districts where residential and commercial uses would be allowed together; and new single-use residential districts. As part of the Eastern Neighborhoods project, existing Heavy Industrial (M-2) and Light Industrial (M-1) use districts would be eliminated to be replaced, where PDR uses are to be permitted, with new mixed-use “PDR” use districts. The Eastern Neighborhoods project also includes amendments to the San Francisco General Plan, including the existing Central Waterfront and South of Market Area Plans and new neighborhood or community plans for the Mission and Showplace Square/Potrero Hill areas.

The revised draft Central Waterfront plan identifies the project site as within the Central Waterfront Mixed Use Residential District (CWMURD). The CWMURD is intended to protect existing housing enclaves and encourage new housing and neighborhood commercial activities. The CWMURD is a moderately-scaled and moderately-dense transit-oriented residential district

<sup>6</sup> Draft Central Waterfront Neighborhood Plan, online at: [http://www.sfgov.org/site/planning\\_index.asp?id=25205](http://www.sfgov.org/site/planning_index.asp?id=25205), 2003; Badiner, Lawrence, San Francisco Planning Department, Memorandum to City Planning Commission Members regarding Better Neighborhoods – Central Waterfront Neighborhood Plan update, February 19, 2004. Available for review by appointment at the San Francisco Planning Department, 1660 Mission Street, in Project File 2004.0027E.



centered on the Dogpatch residential enclave that includes parcels in the area identified as most appropriate for new housing or neighborhood commercial uses. Within the CWMURD, controls distinguish permitted uses based on building story, similar to Neighborhood Commercial district controls in the city. Residences are permitted at all stories of buildings; neighborhood retail, housing-compatible PDR, and small office uses are principally-permitted uses on the ground floor; a smaller subset of these non-residential uses are permitted on the second floor; and on the third floor and above only housing is permitted.

Goals of the draft Central Waterfront plan that would pertain to the proposed project include encouraging development that builds on the Central Waterfront's established character as a mixed use, working neighborhood, and fostering the Central Waterfront's role in the City's economy by supporting existing and future PDR activities. The draft Central Waterfront plan calls for increasing housing in the Central Waterfront without impinging on or creating conflicts with identified existing or planned areas of PDR activities. The draft Central Waterfront plan also calls for establishing a land use pattern that supports and encourages transit use, walking, and biking, better integrating the Central Waterfront with surrounding neighborhoods and improving its connections to Port land and the water's edge, and improving the public realm so that it better supports new development and the residential and working population of the neighborhood.

### *PLANNING CODE (ZONING)*

The San Francisco Planning Code implements the San Francisco General Plan, and governs permitted uses, densities and the configuration of buildings within San Francisco. The Planning Code incorporates by reference the City's Zoning Maps. Permits to construct new buildings (or to alter or demolish existing ones) may not be issued unless either the proposed project conforms to the Planning Code or an exception is granted pursuant to provisions of the Planning Code.

The proposed project would be developed as a Planned Unit Development (PUD), subject to Conditional Use (CU) Authorization by the Planning Commission, in accordance with Planning Code Sections 303 and 304; CU approval would also be necessary to permit dwelling units in an M-2 (Heavy Industrial) Use District. The project would require a Certificate of Appropriateness, as specified in Planning Code Section 1006, for demolition and exterior alterations to contributory buildings and new construction within the Dogpatch Historic District. The project would also require building permits, which would require review and approval by the Planning Department and Department of Building Inspection.

The project site is within a 50-X Height and Bulk District, which permits a maximum building height of 50 feet and does not put a limit on building bulk. One of the existing buildings on the site, the bottling warehouse (Building B), is a legally non-complying structure of about 56 feet in height, which would not be altered under project conditions. The balance of the existing buildings on the site conform to the 50-X Height and Bulk designation, as would the new structures proposed as part of the project.

The project site is situated within a M-2 (Heavy Industry) Zoning District. M-2 Districts place an emphasis on heavy industry and generally include such uses as manufacturing, wholesale, storage, retail, repair, and service. M-2 Districts are the least restrictive as to use and are located at the eastern edge of the City. Within the M-2 District, residential uses are allowable under existing zoning with Conditional Use authorization (Planning Code Section 213), pursuant to Section 303 of the Planning Code.

The project site is located within the locally designated Dogpatch Historic District, as identified in Appendix L of Article 10 – Preservation of Historical Architectural and Aesthetic Landmarks of the Planning Code. The Dogpatch Historic District is discussed in detail in Section III.E, Cultural Resources of this EIR, p. 78.

### **Industrial Protection Zone**

In 1999, the Planning Commission imposed interim zoning controls for the City's industrially zoned land (including the project site), for a period of 15 months, pending adoption of permanent zoning controls. The Commission's adoption of interim zoning controls reflected its concerns about the potential impact of the increasing number of residential uses in the City's industrial areas on the potential displacement of industrial uses in the City, rising land costs that could contribute to business and job flight from the City, conflicts over incompatible uses, and the supply of affordable housing within the City. The interim zoning controls created an Industrial Protection Zone (IPZ) and Mixed Use Housing Zones (MUHZs) within the City's industrially zoned land. Within the IPZ, new housing, including live/work projects, was generally not permitted. Within the MUHZs, the controls placed an emphasis on maximizing housing development. Although the interim controls expired in July 2001, the intent of the controls became Commission policy through Planning Commission Resolution 16202, adopted August 9, 2001. Resolution 16202 established policies and procedures for development proposals in industrial zoning districts with the intent of protecting the City's supply of industrial space available to PDR businesses.

### **Eastern Neighborhoods Rezoning**

In February 2004, as part of the Eastern Neighborhoods Rezoning proposal, the Planning Commission adopted Resolution 16727, establishing interim "Policies and Procedures for Development Proposals in Sections of the SOMA, Mission and Showplace Square, covering much of the area previously controlled by Resolution 16202 (including the project site)."<sup>7</sup> The project site is not located in the area under Resolution 16727, and therefore Resolution 16202 would be applicable to the project site. However, the policies set forth in the revised draft of the Central Waterfront plan dated February 19, 2004 are more current than Resolution 16202 and better represent current Planning Commission policy relative to the project site.

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<sup>7</sup> As a result, Resolution 16202 now applies only to portions of the South of Market, Central Waterfront, and Bayview-Hunters Point neighborhoods.



Resolution 16202 is applicable to portions of the South of Market Street area, as well as portions of the Central Waterfront (including the project site), and the Bayview-Hunters Point neighborhoods. Under Resolution 16202, the project site is identified as within the IPZ. Resolution 16202 reaffirmed the industrial protection policies set forth in the interim controls with the intent of “protect[ing] and preserv[ing] the City’s diminishing supply of industrially zoned land and building space”; “alleviat[ing] the threat to that limited supply of industrially zoned land and building space caused by office development in certain industrially zoned areas”; and “provid[ing] guides for development proposals in these newly created study areas and to respond to current issues within the City’s industrially zoned land pending the development of permanent replacement zoning controls.”

Contained within Resolution 16202 is policy direction for the City to “discourage the new development of or conversion of existing uses to office, housing and/or live/work” within the IPZ. There is also direction for the City to “encourage mixed-use housing development, especially proposals for housing that maximize the allowable densities and affordability standards” within the housing zone (MUHZs). Furthermore, the Planning Commission will continue to use its Discretionary Review authority to “ensure appropriate levels of public input for development proposal in the IPZ.”

## IMPACTS

### *SIGNIFICANCE CRITERIA*

San Francisco does not have formally adopted significance criteria with regard to land use. Based on Appendix G of the *CEQA Guidelines*, the project would have a significant effect on the environment if it would:

- disrupt or divide the physical arrangement of an established community; or
- have any substantial impact upon the existing character of the vicinity.

### IMPACTS ANALYSIS

While the proposed project would represent a change to the area and a more dense development on the site than what currently exists, the project would not cause a significant adverse land use impact. The project site is within the Dogpatch Historic District and the Central Waterfront, which are generally characterized by an eclectic mix of land uses. The project would be consistent with this diverse urban environment and would not disrupt or divide the neighborhood, nor substantially impact the neighborhood character.

The proposed project includes a combination of the reuse of selected buildings, building demolition and new construction, which would result in the construction of approximately 142 residential units, approximately 3,300 gsf of non-residential space including residential amenities such as a community room, movie room and storage space, approximately 6,300 gsf of

office space, about 2,100 gsf of café space, approximately 168 parking spaces in an underground garage, and approximately 26,200 square feet of private open space. Two of the existing buildings would be retained, renovated and seismically strengthened as part of the proposed project while the rest of the existing structures would be demolished and replaced with new structures.

The project would result in a net loss of approximately 144,000 square feet of space that could be used for PDR uses. Although the proposed project would not displace any viable industrial business (the site is currently vacant and has been since 2003), the site is considered PDR space and is within an M-2 zoning district and located within the IPZ under current San Francisco plans and policies. Resolution 16202 discourages new “development of or conversion of existing uses to office, housing and/or live/work” within the IPZ. However, the draft Central Waterfront plan identifies the site as Mixed Use Residential. The proposed project would be consistent with the Mixed Use Residential land use designation, which is intended to protect existing housing enclaves and encourage new housing and neighborhood commercial activities. The project would also be consistent with a number of policies contained within the draft Central Waterfront plan pertaining to land use and historic preservation. Although not currently adopted, the current proposal indicates the compatibility of the site for residential uses

The project area is comprised of a mix of industrial, light industrial, residential, and public (Esprit Park) uses. Along Minnesota Street, immediately south of the project site and opposite the project site are residential uses, with non-residential uses opposite the site on Indiana Street and to the north. The project site is also within the Dogpatch historic district, an approximate nine-block enclave of industrial workers’ housing and industrial buildings. The project would introduce new residential development to the site, which would incrementally expand residential uses in the Dogpatch Historic District. Given recent live/work conversion in the project vicinity, it is likely that this pattern of residential development within a previously industrial area would continue with or without the proposed project.

Once the proposed residential project is constructed, the site could not easily be converted back to full industrial (PDR) use in the future. The proposed project would result in a net reduction of about 83,200 square feet of PDR land and about 144,000 square feet of PDR building space from the City’s overall PDR land and floor area supply. A study of the City’s future demand for and supply of PDR recently completed by Economic and Planning Systems<sup>8</sup> indicates that the City presently has an adequate supply of land for PDR to meet the forecast demand for PDR through year 2030, assuming implementation of new zoning controls – such as proposed by the Eastern Neighborhoods planning process (which includes the Central Waterfront Plan area) – that restrict the conversion of some PDR land to non-PDR uses. As noted above, the project site is designated

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<sup>8</sup> Economic and Planning Systems, *Supply/Demand Study for Production, Distribution, and Repair (PDR) in San Francisco’s Eastern Neighborhoods*, April 15, 2005. Available on-line at: <http://www.sfgov.org/site/uploadedfiles/planning/Citywide/pdf/14158FinRpt1.pdf>.



in the draft Central Waterfront plan as Mixed Use Residential, a designation that would encourage new housing and neighborhood commercial activities. Because the project would be consistent with the draft Central Waterfront plan, a part of the Eastern Neighborhoods planning process, it would also be consistent with the assumptions used in the PDR study. Therefore, the loss of PDR land at the project site would not adversely affect the City's overall PDR supply/demand equation and, assuming completion of the Eastern Neighborhoods planning process, the project would not contribute to any cumulative adverse land use effects with regard to loss of PDR space.

## **B. VISUAL QUALITY**

### **INTRODUCTION**

The Initial Study (Appendix A) determined that the proposed project's light and glare effects would be less than significant. Additionally, there are not any officially designated California Scenic Highway segments in the project vicinity. This section includes an analysis of the proposed project's effects to the visual quality and aesthetic character of the project site and its surroundings, and an analysis of effects to scenic views.

### **SETTING**

#### ***VISUAL CHARACTER***

##### **Project Site**

The two-acre project site is located within the San Francisco's Dogpatch Historic District, a nine-block, primarily residential enclave within the Central Waterfront plan area. The site occupies the northern half of the 900 block of Minnesota Street, between 20th and 22nd Streets, and includes six buildings providing about 144,000 square feet of building space comprising the former C. Schilling & Co. Wine Cellars (Schilling Wine Cellars) complex. Though presently vacant, C. Shilling & Co. and successor firms occupied the site from the early 1900s until 1960. For a brief time in the 1960s, a trucking business operated out of the site. Between 1972 through 2003, the site was occupied by the Esprit de Corp. clothing company for use as corporate offices.

The project site is developed with six buildings that range between one and three stories: two large brick structures, the former winery (see Figure 2, p. 15) and bottling warehouse; a concrete tank building; and the wood-frame shipping room, storage warehouse, and brandy house. The bottling warehouse is the tallest building on the site, extending up to 56 feet. A residential lot is located on the southeast portion of the property and serves as private landscaped open space for the complex.

The winery and bottling warehouse buildings are designed in an industrial style known as Nineteenth Century Commercial, which in San Francisco is typically characterized by two-story brick buildings with decorative details that include exposed anchor bolts, triangular or curvilinear pediments over windows and cornices supported on decorative brackets. Nineteenth century commercial buildings generally include ground floors that feature cast iron shutters between cast iron pilasters with stylized capitals. Walk-up buildings (and later elevator buildings) are generally



of brick bearing wall construction with timber-framed interiors with the occasional use of cast-iron posts.<sup>9</sup>

While occupied by Esprit, the Schilling Wine Cellars complex underwent a number of exterior and interior alterations, and non-historic features and materials were introduced. Exterior alterations to the winery and bottling warehouse buildings included the enlargement of original window openings and the replacement of most original wood sash windows with anodized aluminum windows. The location of exterior doors was also changed several times and new window openings were punched on the building façades. The winery and bottling warehouse have brick exterior walls, concrete foundations, flat roofs, arched window openings and simple corbelled detailing.<sup>10</sup>

The winery building, constructed in 1906, is a two-story brick and timber structure with a partially above grade basement. The winery occupies most of the site's Minnesota Street frontage, and, until recently, housed Esprit de Corp.'s corporate offices and an employee café. The bottling warehouse, constructed in 1912 as an extension to the winery, is located west of the winery and extends up to three stories. It fronts Indiana Street and shares a common adjoining wall with the winery building. It was most recently used by Esprit for office space and as a company gymnasium.

The interior of the winery building was destroyed by fire in 1976. Today, the interior is representative of a blend of historic and contemporary building styles as a result of the reconstruction after the fire and decades of changing building functions. Although the fire destroyed the winery's interior, it did not destroy the perimeter walls or any of the other five buildings on the property. The interiors of the winery and bottling warehouse consist of spaces bounded by brick perimeter walls and subdivided into a grid of structural bays by large timber posts, beams and roof trusses.

To the north of the winery and the bottling warehouse buildings are the four later additions, constructed between 1912 and 1949, including the two- and a half-story concrete tank building, and the shipping room, storage warehouse, and the brandy house, all one-story, lightweight wood-frame structures. The concrete tank building has few windows and no significant architectural or engineering features. Between 1976 and 1983, Esprit removed the original tanks from the building, and converted the structure into a kitchen and storage facility. In 1984, Esprit added a steel-frame and glass solarium on the roof of the tank building.

In 1983, Esprit converted the storage room and brandy house into a design studio and executive office suite, and installed steel industrial windows along the northern façade. New door openings

<sup>9</sup> San Francisco Preservation Bulletin No. 18, accessed electronically on February 22, 2005 from: <http://www.sfgov.org/site/uploadedfiles/planning/preservation/PresBulletin18ARCHSTYLES.pdf>

<sup>10</sup> Corbelled detailing refers to an overlapping arrangement of bricks or stones in which each course steps upward and outward from the vertical face of a wall.

were also punched into the north wall of the winery and bottling warehouse. The storage room was also converted into office space in 1983. Architect Hans Kainz designed the alterations at the site in the early 1980s in a modern contextual style that complements the complex's industrial character.

### **Project Vicinity**

The visual character of the project vicinity is diverse, consisting of a mix of single- and multi-family homes, and industrial/commercial warehouses and buildings. To the west and northeast of the site, the aesthetic character is predominately industrial interwoven with residential use, characterized by several warehouses with corrugated metal siding and visible outdoor loading areas. This mix of uses is visually expressed by the streetscape across Minnesota Street, where a 1930s-era reinforced concrete print shop sits adjacent to a row of identical Victorian-era workers' cottages. Immediately south of the project complex is a row of multi-family, two and three story Edwardian-era flats. North of the site, across 20th Street, is the 1.8-acre Esprit Park, which includes a running track, fitness stations, picnic areas and landscaping.

### **VIEWS**

Views of the project site are generally limited to short-range (i.e. from streets adjacent to the site), and long-range views are blocked by topography and adjacent development, which ranges from two- to three-stories. Views of the site are available from Minnesota, Indiana and 20th Streets (see Figures 11 and 12). Limited views of the project site are also available from Esprit Park, located to the north of the site (see Figure 13); however, the view from Esprit Park is substantially obscured by the 20th Street overpass and trees within the park. Although the existing buildings are composed of varying materials (brick, concrete and wood materials), the on-site buildings appear as an integrated development, resembling the past office use more than the site's former winery use.

There are a number of street trees surrounding the project site, as well as vegetated interior courtyards on the project site, that limit views of the site's buildings. From Indiana Street, views of the brick bottling warehouse and the concrete tank building are somewhat limited by the trees within the 4,000-square-foot vegetated area located between the sidewalk and buildings and planted from just north of the tank building to the site's southern border. Portions of the brick winery building, the wood-frame storage warehouse, shipping room and brandy house, and the surface parking lot are visible from Minnesota Street. From 20th Street, the site's surface parking lot, the interior courtyard adjacent to the shipping room and brandy house, and portions of the bottling warehouse are visible. Public views of the site from Esprit Park are also available, although somewhat limited by the 20th Street overpass, and vegetation along the park's southern border as well as street trees located along the project site's northern boundary. From Esprit Park, portions of the tank building and shipping room are visible





View of the project site looking southwest from Minnesota Street



View of the project site from 20th Street at Minnesota Street

SOURCE: Environmental Science Associates

Case No. 2004.0027E: 900 Minnesota Street / 204161 ■

**Figure 11**  
Existing Views of the Project Site





View of the project site looking southeast from Indiana Street



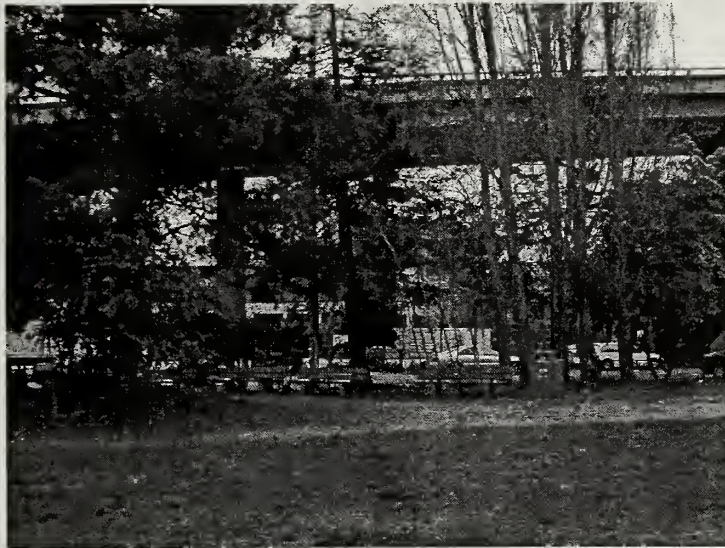
View of the project site from Minnesota Street south of 20th Street

SOURCE: Environmental Science Associates

Case No. 2004.0027E: 900 Minnesota Street / 204161 ■

**Figure 12**  
Existing Views of the Project Site





View of the project site  
looking south from Esprit Park



View of the project site  
looking south from Esprit Park



View of the project site  
looking south from Esprit Park

SOURCE: Environmental Science Associates

Case No. 2004.0027E: 900 Minnesota Street / 204161 ■

**Figure 13**  
Existing Views from Esprit Park

## IMPACTS

### *SIGNIFICANCE CRITERIA*

San Francisco does not have formally adopted significance criteria with regard to visual quality and urban design. Based on Appendix G of the CEQA Guidelines, the project would have a significant aesthetic effect on the environment if it would:

- have a substantial effect on a scenic vista; or
- substantially degrade the existing visual character or quality of the site and its surroundings.

## IMPACT ANALYSIS

### *VISUAL CHARACTER*

The proposed project would alter the visual character of the site and surroundings through a combination of demolition and renovation of existing structures and construction of new buildings. Some changes would be evident from locations around the site's exterior while other aesthetic changes would only be perceptible from the site's interior. The project proposes to renovate the bottling warehouse, retain most exterior walls of the winery building, and construct two new steel-frame structures within the perimeter walls of the winery building. The project would also demolish the four structures on the northern portion of the site (the shipping room, storage warehouse, tank building and brandy house), as well as the surface parking lot, and construct four new buildings in their place. New buildings proposed as part of the project would not exceed 50 feet in height,<sup>11</sup> and would be shorter than the existing bottling warehouse, which extends to a height of about 56 feet measured in accordance with the Planning Code.

The proposed project would remove alterations to the building's Indiana Street façade and renovate the interior of the bottling warehouse to accommodate residential uses. Neither original drawings nor photos for the Indiana Street façade have been found; however, the removal of later alterations (e.g. several new openings, alterations to the loading dock bays, and the replacement of most of the original wood double-hung windows with contemporary anodized aluminum systems) and the rehabilitation of the grid pattern of openings would result in an approximation of the original design, according to the historic evaluation prepared for the project (see Section III.E, Historical and Architectural Resources). The project would convert several windows and a loading dock on the first floor level to doors and add several new openings to provide required light and air to the residential units within the bottling warehouse. These changes to the bottling warehouse facade would be evident to passersby on Indiana Street. The exterior walls of the brick winery building would be retained, and two new steel-frame structures would be constructed within the perimeter walls. The new buildings would be six stories tall (approximately 50 feet)

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<sup>11</sup> Building heights are measured in accordance with the Planning Code Section 260.



and would occupy a portion of the northern and southern areas of the winery building footprint. The project would alter the Minnesota Street frontage of the former winery building by replacing the existing windows to restore the historic window pattern and type, and relocate the building entry from the central bay window on the Minnesota Street facade to its original location at the southernmost bay to fit within the architectural rhythm of the restored window pattern. The proposed project would not affect the height of the bottling warehouse. Because the project would maintain existing building facades and would remove non-historic features, the project would not adversely alter the character of the bottling warehouse or the winery building.

The project would demolish the two-and-a-half-story tank building, as well as the shipping room, single-story storage warehouse and brandy house, and the surface parking lot to construct four new buildings (about 50 feet tall). The project's new steel-frame buildings would be constructed of pre-cast concrete, glass, stone, cementitious or wood shingles and plaster, arrayed around a new central courtyard. The project's new construction would be set back from the winery and bottling warehouse buildings by a 25-foot-wide Central Court. A stair and elevator tower, set back about 25 feet from the Minnesota Street frontage, would provide exterior access to the walkways at each level of the residential buildings, and provide the only physical connection between the historic winery building and the new construction to the north. The design concept for the new buildings would be contemporary, with certain architectural elements that would relate to the historic commercial industrial style of adjacent buildings. The project would employ a mix a of building materials on the site so that the site's historic brick winery and bottling warehouse buildings can be differentiated from new construction on the site.

While new buildings would be taller than the buildings they are replacing, the proposed height would be similar in height to other structures in the vicinity.

The proposed project would renovate the brick winery and bottling warehouse buildings to accommodate the proposed project, and would remove non-historic features to the buildings. The style of new buildings constructed on the northern portion of the site would be contemporary and distinguishable from the historic brick buildings. The proposed project's mix of materials and design would also be consistent with the existing character of the site and surroundings; therefore, project alterations and new construction would not result in a demonstrable negative aesthetic effect on the visual character or quality of the site and its surroundings.

## VIEWS

The proposed project would be constructed within a dense urban area, and visual changes that would occur as a result of the project would not substantially change or block any scenic vista available from open spaces in the area because, although the site is visible through the trees of Esprit Park from the park itself, views from the park towards and beyond the project site are already dominated by the existing 20th Street overpass. The project would not rise above the overpass in views from the park, and the new project building along 20th Street would be

substantially obscured by the park's trees in views from the park (see Figure 13, p. 47). Additionally, the site is not located within a state scenic highway corridor, and as such it would not substantially damage scenic resources.

As noted above, the project site is generally not visible from long-range vantage points due to intervening development and changes in topography. However, when it is visible from long-range vantage points, the project would appear visually consistent with surrounding development patterns in the Dogpatch Historic District, where industrial/commercial structures are often surrounded by residential buildings.

When viewed from the adjacent public streets, the project would alter the character and density of the site. The brick winery and bottling warehouse buildings would be retained as part of the project, and alterations to these buildings proposed as part of the project would be associated with the project's adaptive re-use and the restoration of historic features. Therefore, views of the southern portion of the site would not change substantially from existing conditions.

The project would also result in the construction of four new buildings on the northern portion of the site, which would replace the tank building, shipping room, storage warehouse, brandy house, and surface parking lot. These new buildings would increase the on-site density and would be most noticeable in the replacement of the parking lot. Because of existing development on the project site, views to the interior of the project site or through the site are not currently available. New buildings on the project site would not obstruct any publicly accessible scenic views, nor would it have a substantial adverse effect on a scenic vista.

Based on the above, the proposed project would not result in significant impacts related to visual quality and urban design.



## C. TRANSPORTATION, CIRCULATION, AND PARKING

The proposed project would increase the on-site residential population, and result in increased demand on the local transportation system. This section analyses the project's effects on transportation and circulation, including intersection operations, transit demand and impacts on pedestrian and bicycle circulation, parking and freight loading, as well as construction impacts. This section summarizes the transportation study prepared for the proposed 900 Minnesota Street project.<sup>12</sup>

### SETTING

The project site is located on the northern half of the 900 block of Minnesota Street, between 20th and 22nd Streets in the Dogpatch neighborhood of San Francisco.

### *REGIONAL AND LOCAL ROADWAYS*

The project site location and surrounding roadway network are illustrated on Figure 1. Regional access to the project area is provided by Interstate 280 (I-280) and U.S. Highway 101 (U.S. 101), while local access is provided via Minnesota Street, Indiana Street, 20th Street, 22nd Street, and Third Street. Descriptions of these roadway facilities and others in the project vicinity are presented below:

#### **Regional Access**

Interstate 280 (I-280) is a six-lane freeway located directly to the west of the project site. The interstate ends just north of the project site in Downtown San Francisco and provides regional access to the Peninsula and South Bay. An interchange to the southwest of the project site connects I-280 and U.S. 101. Northbound and southbound on-ramps are located at 18th Street and Mariposa Street, respectively. Northbound and southbound off-ramps are located at Mariposa Street and 18th Street, respectively. Additional southbound on- and off-ramps are located on Pennsylvania Avenue near 25th Street and northbound on- and off-ramps are located at Indiana Street and Cesar Chavez Street, respectively.

U.S. Highway 101 and Interstate 80 (I-80) are the regional connectors and are located to the west of both the project site and I-280. In the project area, the freeway has eight travel lanes. U.S. 101 connects to the North Bay via the Golden Gate Bridge and extends south along the eastern side of the Peninsula. I-80 connects to the East Bay via the San Francisco-Oakland Bay Bridge. Southbound U.S. 101 can be accessed via I-280 or by on-ramps at Cesar Chavez Street. Access to the project site from the south, via U.S. 101, is provided via off-ramps at Cesar Chavez or Vermont Streets, or by merging onto northbound I-280 south of the project site. Access to

<sup>12</sup> Fehr & Peers Associates, 900 Minnesota Street –Final Transportation Impact Study, August 2005. Available for review by appointment at the San Francisco Planning Department, 1660 Mission Street, in Project File 2004.0027E.

northbound U.S. 101 and westbound I-80 is provided by on-ramps at Cesar Chavez Street and at 10th Street, while access from the north is provided via off-ramps at Cesar Chavez Street or at Ninth Street.

### Local Access

*Minnesota Street* runs north-south along the eastern side of the proposed project. The street has one travel lane in each direction and runs from Mariposa Street to Cesar Chavez Street with a break between 22nd and 23rd Streets. On-street parking is available on both sides of the street. Sidewalks along the street near the project site are approximately 15 feet wide.

*Indiana Street* runs north-south along the west side of the proposed project. The proposed ramp access to the project's underground parking garage would be located on this street. The street has one travel lane in each direction and on-street parking is available. The San Francisco General Plan designates Indiana Street as a Class III bicycle facility (bike route) as part of Citywide Bicycle Route 7 (more detail on Bikeways is provided in a subsequent portion of this chapter). Additionally, the General Plan designates Indiana Street as a pedestrian route as part of the San Francisco Bay Trail. Just north of 25th Street, Indiana Street includes a short, one-way northbound segment, which prohibits southbound through-traffic.

*Tennessee Street* is a discontinuous north-south roadway between Mariposa and Marin Streets. In the vicinity of the proposed project, the street has sidewalk widths of about 15 feet and on-street parking is allowed on both sides of the street. On-street parking is perpendicular along the east side of the street near the project site.

*Third Street* is the principal north-south arterial in the project area. The arterial extends from Market Street in Downtown San Francisco south to an interchange with U.S. 101 and Bayshore Boulevard. The San Francisco General Plan designates Third Street at a Major Arterial in the Congestion Management Network and a Primary Transit Street (Transit Important) in the Transit Preferential Street Map (transit facilities are also described in more detail in a subsequent portion of this chapter). The General Plan also gives Third Street the pedestrian designation of a Neighborhood Commercial Street and designates it a Class III bike route south of Townsend Street as part of Citywide Bicycle Route 5.

The City and County of San Francisco is currently installing the Third Street light rail line in the median of this arterial. To allocate rail right of way, the City has recently removed a travel lane in both directions and eliminated parking in most locations. Near the project site, Third Street now has two travel lanes in each direction with protected left turn lanes at many of the signalized intersections. The travel lanes vary in width but are generally 11 to 13 feet.



*Pennsylvania Street* is a north-south roadway that runs on the west side of I-280. The two lane road has one travel lane in each direction. Southbound I-280 on- and off-ramps are located along Pennsylvania Street south of the project site, near 25th Street.

*Illinois Street* is a two way north-south roadway that runs parallel and to the east of Third Street. The low volume street with two travel lanes serves truck and automobile traffic to the primarily industrial uses east of Third Street. There is a mix of parallel and perpendicular parking along the street. Illinois Street has been identified as a future alternative bike route to Third Street in the City's ongoing update to their Bicycle Plan. Clockwise Light Rail Train turn back loops are under construction on Illinois Street between 18th Street and 19th Street.

Portions of Illinois Street currently have center-running freight rail tracks, which are largely unused. However, the ongoing redevelopment of Mission Bay has resulted in the displacement of a freight rail connection along the waterfront. The *Draft Central Waterfront Neighborhood Plan*, developed by the San Francisco Planning Department as part of the Better Neighborhoods program, calls for a restoration of this rail connection between the Port of San Francisco cargo shipping facilities, south of Islais Creek, and the piers along the Central Waterfront and Mission Bay. This will be accomplished by constructing a new bridge across Islais Creek connecting the cargo facilities south of the Creek with the existing rail lines on Illinois Street. When this connection is complete, this street will experience increased freight rail activity due to the diversion of freight traffic within Mission Bay and the accommodation of Port maritime access needs.

*Twentieth Street* is an east-west roadway along the north side of the project site. The street runs discontinuously between Illinois and Douglass Streets and has one travel lane in each direction. An overpass starts at Tennessee Street and ends on the west side of I-280. Below the overpass and directly north of the project site there is a one-way roadway providing one travel lane in the westbound direction. This roadway provides on-street parking, but no sidewalks.

*Twenty-Second Street* is the east-west roadway that runs to the south of the project site. The street has one travel lane in each direction and 15 foot sidewalks in most places. *Twenty-Second Street* crosses under I-280 but is discontinuous just west of the project site between Missouri Street and Wisconsin Street. Access to Caltrain, a regional commuter rail service, is located off of 22nd Street under the I-280 elevated structure. On-street parking is available on both sides of the street.

*Twenty-Third Street* is a two-lane east-west roadway south of the project site. Like many of the other streets in this neighborhood, 23rd Street extends continuously between Illinois Street and I-280, and then discontinuously to the west. On-street parking is available near the project site.

*Nineteenth Street* is a discontinuous east-west roadway that runs between Illinois and Danvers Streets. The road breaks at I-280 and again at De Haro Street on the west side of I-280. Near the

project site the street has one travel lane in each direction and parking on both sides of the street, including angled parking between Tennessee and Minnesota Streets.

*Eighteenth Street* is a two-way east-west roadway north of the project site. In the vicinity of the proposed project, 18th Street has one travel lane in each direction, 10 to 12 foot wide sidewalks and on-street parking is available. To the west of the project, 18th Street features a neighborhood commercial district characterized by small restaurants, shops, and services.

*Mariposa Street* is an east-west roadway extending between Illinois and Harrison Streets. Mariposa Street travels under I-280 where there is a northbound off-ramp and a southbound on-ramp for the freeway. The San Francisco General Plan designates Mariposa Street as a Class III Citywide Bicycle Route between Third Street and Pennsylvania Avenue as part of Route 23.

*Cesar Chavez Street*, formerly Army Street, is the major east-west roadway located south of the project site. The San Francisco General Plan designates Cesar Chavez Street as a Major Arterial in the Congestion Management network from San Jose Avenue to Third Street and a Secondary Arterial east of Third Street. The roadway is also designated part of Citywide Bicycle Route 60, between Sanchez and Third Streets.

## **TRANSIT**

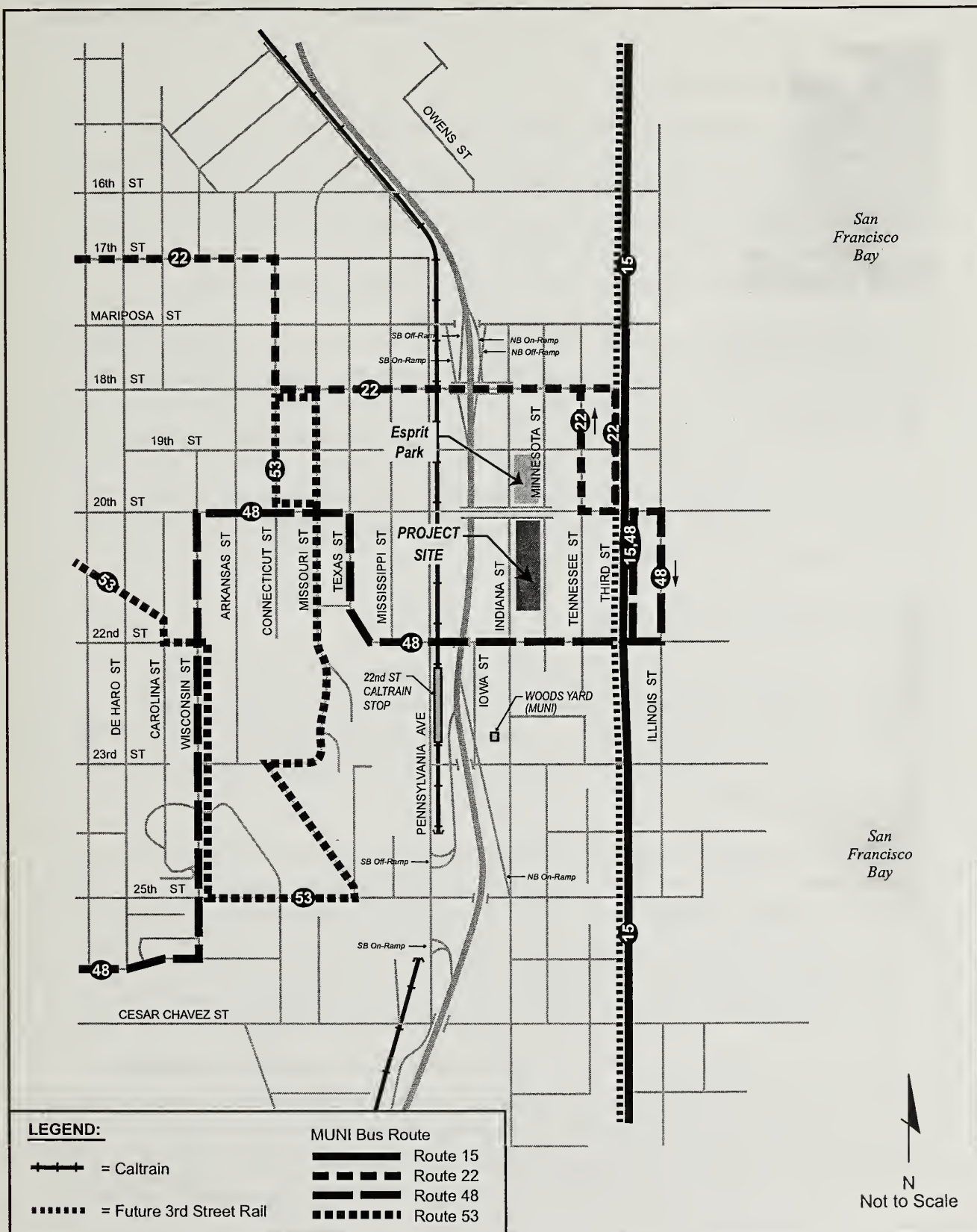
The transit network within the study area consists of three San Francisco Municipal Railway (Muni) bus lines (15, 22, and 48) and a Caltrain station located at 22nd and Pennsylvania Streets (see Figure 14). In 2006, Muni's new Third Street light rail will replace the route 15 bus line that currently operates along Third Street. Passengers can access regional and other local public transportation services including Golden Gate Transit, AC Transit, BART, and SamTrans via the Muni bus lines and Caltrain.

### **Public Transit Lines within Walking Distance of Proposed Project**

Muni operates typical coach bus lines, trolley bus lines and light rail lines within the City and County of San Francisco. Three Muni routes (15, 22, and 48) operate within a ¼ mile radius. Bus stops for each line are approximately 1,400 feet (route 15) and 940 feet (routes 22 and 48), a reasonable walking distance, of the project site and provide service to other areas of the City.

Caltrain, a heavy rail line, operates daytime commuter rail service between San Francisco and Gilroy. The 22nd Street Station is located two blocks (approximately 1,000 feet) south of the project site. Trains operate approximately every hour between 6:00 a.m. and 12:00 p.m. Southbound trains operate every 30 minutes during the morning peak commute time and northbound trains operate every 30 minutes during the evening peak commute time.





SOURCE: Fehr & Peers

Case No. 2004.0027E: 900 Minnesota Street / 204161 ■

**Figure 14**  
Public Transportation Network

## **Woods Yard Muni Facility**

The proposed project is within a block of the existing Woods Yard that serves as a Muni maintenance and storage facility. Muni currently stores many of its buses at this yard during the off-peak times of the day when the entire fleet is not needed. Many empty buses travel to and from the storage facility before the morning peak and after the evening peak, with most buses remaining in service throughout the day. Much of this traffic will occur while most residents are home, but generally occurs during the off-peak periods for adjacent traffic volumes.

Current designated routes for empty buses traveling between the Woods Yard and their assigned routes do not travel adjacent to the project site. These routes call for empty buses traveling to or from south of the facility to travel between 23rd and Cesar Chavez Streets. Empty buses traveling to or from north of the facility use 23rd Street between Indiana and Third Streets to travel to their assigned routes on Third Street. Occasionally, bus maintenance requirements will result in buses traveling along Indiana Street, north of the facility, past the western side of the project site. This is expected to be a relatively minor occurrence, compared to the routes typically used for buses to access the facility using roads to the south.<sup>13</sup>

## ***PEDESTRIANS AND BICYCLES***

Due to the relatively industrial nature of the study area, pedestrian facilities are somewhat inconsistent and discontinuous. Pedestrian volumes were observed to be low in the blocks adjacent to the project site. However, there is increasing demand for pedestrian amenities in the area as a number of isolated residential projects have developed. In addition, just north of the project site is Esprit Park.

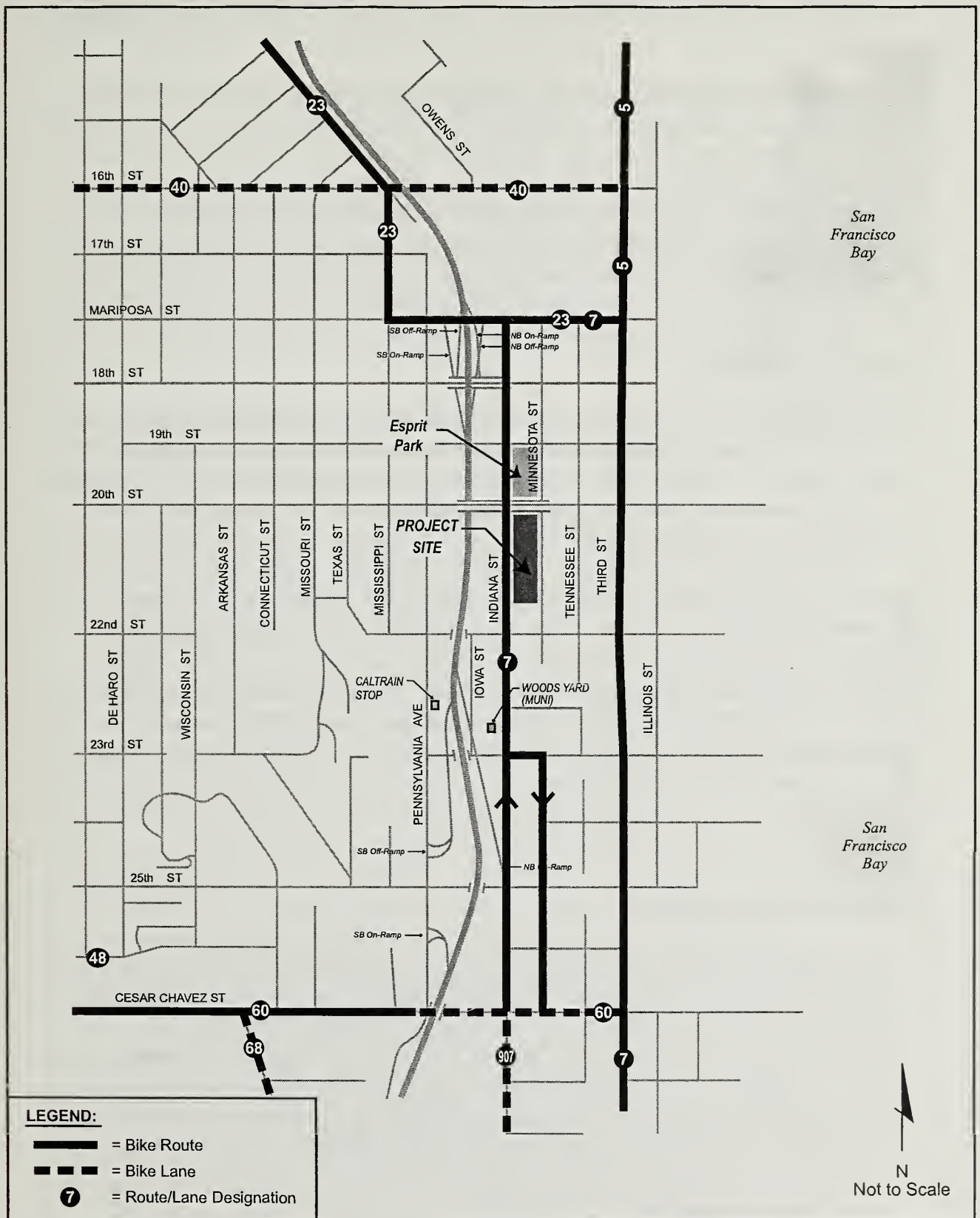
Adjacent to the project site, Minnesota Street and 22nd Street have 15 foot wide sidewalks while Indiana Street has a seven foot wide sidewalk. There is no sidewalk along 20th Street on the north side of the project site, between Indiana and Tennessee Streets. Additionally, the industrial uses on the surrounding blocks, which have frequent driveways and loading areas, and the overpass above 20th Street, which blocks sunlight and visibility, create a poor pedestrian environment along the north side of the project site.

The Citywide Bicycle Routes as designated by the San Francisco General Plan are shown on a map of the project area in Figure 15. Currently there are no Class I facilities (bike paths) within the study area. Citywide Bicycle Route 7 travels along Indiana Street on the west side of the project site. By intersecting with Routes 23, 40, and 60, Route 7 connects the project site with the rest of the city's bicycle network. The routes are all Class III facilities (designated bike routes)

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<sup>13</sup> Telephone conversation between Steve Patrinick, Muni Transit Planner, Service Planning, and Karl Heisler (ESA), on September 29, 2004, reported to Fehr & Peers via memorandum on October 19, 2004. Available for review by appointment at the San Francisco Planning Department, 1660 Mission Street, in Project File 2004.0027E.





SOURCE: Fehr & Peers

Case No. 2004.0027E: 900 Minnesota Street / 204161 ■

**Figure 15**  
Nearby Existing Bicycle Routes and Lanes

except for Route 40 along 16th Street and a section of Route 60 along Cesar Chavez, which are both Class II (striped bike lanes).

The ongoing San Francisco *Bicycle Plan Update* includes a proposal to create a bike lane along Illinois Street and remove the bike route from Third Street. Illinois Street is currently a low volume street, but carries heavy truck traffic and has frequent curb cuts for industrial uses. Depending on how new the bike lanes are implemented, there could be a loss of on-street parking in the area.

### ***PARKING CONDITIONS***

The availability of parking to serve the project was determined by inventorying and conducting occupancy surveys and compiling an inventory of on-street parking in the project vicinity.<sup>14</sup> The parking study area is bounded by 18th Street, Third Street, 23rd Street, Indiana and Iowa Streets. Occupancy surveys were performed in July 2004 during the weekday midday (1:00 to 3:00 p.m.) and weekday evening (7:00 to 9:00 p.m.).

The parking study area includes a total of 1,125 public on-street parking spaces. Parking occupancy in the parking study area is higher in the midday (1:00 to 3:00 p.m.) than in the evening (7:00 to 9:00 p.m.). Higher afternoon occupancy is expected since the area currently consists of mostly commercial and industrial uses. Peak parking occupancy by block ranges from 73 percent to 98 percent in the midday, and parking occupancy on the block containing the project site was found to be 76 percent occupied. Evening occupancies are lower than midday, and range from 41 percent to 63 percent.

## **IMPACTS**

### ***SIGNIFICANCE CRITERIA***

In San Francisco, a project is typically considered to have a significant effect on the environment under the Existing plus Project conditions if: the existing intersection level of service (LOS) would deteriorate from an acceptable level to an unacceptable level (from LOS D or better to LOS E or F); the existing intersection LOS would deteriorate from LOS E to LOS F; or if intersection delays would be substantially increased for an intersection already operating at LOS F.<sup>15</sup> Under the Cumulative 2015 conditions, for intersections that are operating at LOS E or F and where the project contribution to cumulative growth would be five percent or greater, the

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<sup>14</sup> No off-street public parking exists inside the study area. The north end of the project site is currently a private off-street parking lot for the use by the existing office building. The lot has spaces for 65 cars.

<sup>15</sup> The LOS analysis provides a standardized means of rating an intersection's operating characteristics on the basis of traffic volumes, intersection capacity, and delays. LOS A represents free-flow conditions, with little or no delay, while LOS F represents congested conditions, with extremely long delays; LOS D (moderately high delays) is considered the lowest acceptable level in San Francisco.



project contribution to the traffic volumes at the critical movements are evaluated further.<sup>16</sup> Based on the additional analysis, the project impact would be considered significant if it were determined that the project's contribution to a critical movement would be substantial.

The City has not formally adopted significance criteria for potential impacts related to transit, but City policy provides that a project would have a significant effect if it would cause a substantial increase in transit demand that would trigger an exceedance of the capacity utilization standard during the weekday p.m. peak hour, resulting in unacceptable levels of transit service, or cause a substantial increase in operating costs such that adverse impacts in transit service levels could result.

Under California Public Resources Code Section 21060.5, "environment" is defined as "the physical conditions which exist within the area which will be affected by a proposed project, including land, air, water, minerals, flora, fauna, noise, and objects of historic or aesthetic significance." San Francisco does not consider parking supply part of the permanent physical environment. Parking conditions are not static, as parking supply and demand vary from day to day, from day to night, from month to month, etc. Hence, the availability of parking (or lack thereof) is not a permanent physical condition, but changes over time as people change their modes and patterns of travel.

As defined by CEQA, parking deficits are considered social effects rather than impacts on the physical environment. CEQA does not require that a project's social impacts be treated as significant impacts on the environment. Environmental documents should, however, address the secondary physical impacts that could be triggered by a social impact (*CEQA* Guidelines, Section 15131[a]). The inconvenience of parking deficits, such as having to search for scarce parking spaces, is not an environmental impact, but could cause secondary physical environmental impacts such as increased traffic congestion at intersections, or air quality, safety, or noise impacts due to increased congestion. Such secondary effects have been evaluated as part of the transportation analysis summarized herein. In the experience of San Francisco transportation planners, the absence of an available parking supply, combined with available alternatives to auto travel (e.g., transit service, taxis, bicycles, or travel by foot), and a relatively dense pattern of urban development, induces many drivers to seek and find alternative parking facilities, or shift to other modes of travel. Any such shifts to transit service, in particular, would be consistent with the City's Transit First Policy, established in San Francisco Charter Section 16.102, which states that "parking policies for areas well served by public transit shall be designed to encourage travel by public transportation and alternative transportation." Therefore, the creation of, or increase in parking demand resulting from a proposed project that cannot be met by existing or proposed parking facilities would not be considered a significant effect.

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<sup>16</sup> A critical movement is defined as an intersection approach that requires the most time to service its queue.

For purposes of this analysis, pedestrian or bicycle impacts would be considered significant if the project were to result in substantial pedestrian overcrowding, create particularly hazardous conditions for pedestrians or bicyclists, or otherwise substantially interfere with pedestrian and bicycle accessibility.

Construction-period transportation impacts are generally not considered significant due to their temporary and limited duration.

### **PROJECT TRAVEL DEMAND ANALYSIS**

Project travel demand refers to the net new vehicle, transit, and pedestrian trips generated by the proposed project. The transportation study was based on approximately 142 residential units, about 6,300 gsf of office space, about 2,100 gsf of café space and approximately 168 parking spaces.

Typical office densities in San Francisco result in approximately one employee for every 275 square feet. Using this density, the office space proposed as part of the project is expected to employ 36 workers. Table 1 presents the estimated person-trip generation to and from the project site based on trip generation rates provided in the *Transportation Impact Analysis Guidelines for Environmental Review (2002 Transportation Guidelines)*.

Project trip generation is the number of person-trips generated by the proposed use. The project site was previously occupied with office uses, therefore, this analysis evaluates the net increase in trip generation resulting from the proposed project. The amount of traffic generated by the proposed project, as well as from the previous land use, was estimated using the *2002 Transportation Guidelines*. Person-trip generation for residential uses include work and non-work trips, and for office space includes both employee and visitor trips.

The proposed project would generate about 1,757 person trips per day (inbound and outbound trips), with 1,223 residential person trips and 534 employee person trips. Of these, 279 person trips would occur in the p.m. peak hour, with 212 residential person trips and 67 employee person trips. The previous office use generated 910 daily person trips and 77 p.m. peak hour person trips. The net new person trips, subtracting the previous office use, for the site would be about 847 daily person trips and 202 p.m. peak hour person trips.

The net new person trips generated by the proposed project were assigned to travel modes to determine the number of vehicle, walk, and transit trips to and from the site (see Table 2, p. 62). The project would generate about 126 p.m. net new peak hour vehicle trips, or 74 percent of the person trips. The proposed project would also generate an increase of about 27 transit trips and 18 pedestrian trips in the weekday p.m. peak hour.



**TABLE 1  
PERSON TRIPS PER TIME SCENARIO**

Land Use	Size	Trip Generation Rates		Total Person Trips	
		Daily	PM	Daily	PM
Residential: 1 bdrms	79 Units	7.5/unit	17.3%	593	103'
Residential: 2+ bdrms	63 Units	10/unit	17.3%	630	109
Café	2,100 sf	200/ksqft	13.5%	420	57
Office <sup>1</sup>	23 Employees	5/emp	8.5%	114	10
<b>Total Project Trip Generation</b>				<b>1,757</b>	<b>279</b>
Less Previous Use: Office <sup>2</sup>	-182 Employees	5/emp	8.5%	(910)	(77)
<b>Net New Trips Increase</b>				<b>847</b>	<b>202</b>

<sup>1</sup> Based on 6,300 gross square feet of office and 275 square feet per employee (2002 Transportation Guidelines Table C-1).

<sup>2</sup> Esprit Corp. employment in 2002

SOURCE: 2002 Transportation Guidelines Table C-3 and Fehr & Peers Associates (2005)

Project-generated trips were distributed based on the origin or destination of a specific trip and were assigned to the local streets in the study area.

### **TRAFFIC IMPACTS**

The 2000 *Highway Capacity Manual* methodology was used to analyze the levels of service at eight study intersections for Existing, Existing plus Project, and Cumulative 2015 conditions for the weekday p.m. peak hour. Traffic impacts directly related to the proposed project were assessed under Existing plus Project and Cumulative conditions.

New p.m. peak period Intersection turning movement counts were conducted in 2004 after Esprit closed at Mariposa Street/3rd Street, 20th Street/Tennessee Street, 22nd Street/Minnesota Street, and 22nd Street/Indiana Street. Counts for the remaining four study intersections were obtained

**TABLE 2**  
**MODE SPLIT FOR PM PEAK HOUR TRIPS**

Land Use	Total	PM Peak hour Trips by Mode								Vehicle Trips	
		Autos		Transit		Walk		Other		Daily	PM
		%	Trips	%	Trips	%	Trips	%	Trips		
Residential	212	72%	152	16%	34	5%	11	7%	15	823	142
Cafe	57	65%	37	12%	7	21%	12	2%	1	146	20
Office	(67)	69%	(45)	20%	(14)	7%	(5)	4%	(3)	(158)	(36)
<b>Net</b>	<b>202</b>	<b>71%</b>	<b>144</b>	<b>14%</b>	<b>27</b>	<b>9%</b>	<b>18</b>	<b>6%</b>	<b>13</b>	<b>811</b>	<b>126</b>

SOURCE: 2002 Transportation Guidelines, US Census 2000, and Fehr & Peers Associates (2005)

from the transportation impact study performed by Wilbur Smith Associates for the 2235 Third Street Project.<sup>17</sup>

To account for effects of the Third Street Light Rail construction on traffic volumes collected in 2004, the new volumes were manually adjusted to better correspond to adjacent intersections. Increasing the counts collected in 2004 upwards to match the counts from the 2235 *Third Street Transportation Study* created a worst case scenario and is consistent with the assumption that current construction conditions are artificially reducing traffic flow in this region.

Four of the study intersections are signal controlled, two intersections are side street stop controlled and two are all-way stop controlled. Existing traffic control (stop signs or traffic signals), lane configurations, and existing p.m. peak-hour traffic volumes at each study intersection are included in the traffic study conducted by Fehr & Peers Associates.<sup>18</sup>

Table 3 presents the levels of service and corresponding delay at each study intersection for the weekday p.m. peak hour. For unsignalized side street stop controlled intersections, the intersection LOS is reported based on the worst approach. As shown in the table, all of the study intersections currently operate at LOS C or better during the p.m. peak hour.

<sup>17</sup> For that study, Wilbur Smith Associates compiled intersection turning movement volume data from various counts conducted in 1996 and 2000. The counts were adjusted upwards by a one percent per year factor to obtain estimates of existing (year 2004) travel demand at the study intersections. New counts were not collected for that study or this one due to ongoing construction in the area related to the Third Street Light Rail project.

<sup>18</sup> Fehr & Peers Associates, 900 Minnesota Street – Final Transportation Impact Study, August 2005. Available for review by appointment at the San Francisco Planning Department, 1660 Mission Street, in Project File 2004.0027E.



TABLE 3  
SUMMARY OF LEVELS OF SERVICE (LOS) AT STUDY INTERSECTIONS <sup>a</sup>

Intersection	Control <sup>b</sup>	Existing		Existing Plus Project		Cumulative	
		LOS	Avg. Delay (Second/Vehicle)	LOS	Avg. Delay (Second/Vehicle)	LOS	Avg. Delay (Second/Vehicle)
Mariposa Street/I-280 NB off ramp	Signalized	B	16.9	B	16.8	D	53.8
Mariposa Street/Minnesota Street	SSS	C	23.6	C	23.7	B	13.5
Mariposa Street/3rd Street	Signalized	B	19.3	B	19.2	C	30.5
20th Street/3rd Street	Signalized	A	7.2	A	9.4	C	21.9
20th Street/Tennessee Street	AWS	A	7.6	A	7.6	A	8.8
22nd Street/3rd Street	Signalized	B	17.9	A <sup>c</sup>	6.5	B	12.6
22nd Street/Minnesota Street	SSS	A	7.4	A	7.5	A	7.6
22nd Street/Indiana Street	AWS	A	8.0	A	8.2	A	8.5

<sup>a</sup> Signalized intersection LOS based on average intersection delay, based on the methodology in the *Highway Capacity Manual*, 2000 Edition. All-way stop controlled or side-street stop controlled intersection LOS based on average intersection delay, also based on the methodology in the *Highway Capacity Manual*, 2000 Edition.

<sup>b</sup> AWS= All-way stop controlled, SSS= Side street stop controlled, Signalized= Signal controlled

<sup>c</sup> With the opening of the Third Street Light Rail line, left-turns at the this intersection would be prohibited, eliminating the delay associated with this movement at this intersection, thereby improving intersection LOS.

SOURCE: Fehr & Peers Associates (2005)

### Existing Plus Project

The expected project traffic was added to existing traffic volumes to obtain project conditions. As shown in Table 3, the net increase to traffic volumes, associated with the project, is not expected to change the LOS at any of the study intersections. The most trips (50 vehicles) would be added to the intersection at Mariposa and Third Streets, but the intersection would continue to operate at LOS B. Therefore, the project would cause no significant impacts to study intersections.

### Cumulative 2015 Conditions Traffic Impacts

#### Assumed Roadway Improvements

Several changes to the transportation network have been identified as mitigation for impacts attributed to the Mission Bay Project. The Mission Bay Project consists of approximately 303 acres of office, and research and development space, and a new UCSF campus. The roadway improvements are reflected in the Mission Bay Redevelopment Plan in an agreement between Catellus, the developer of the Mission Bay Project, and the City of San Francisco. This agreement requires Catellus to construct certain intersection improvements when the Mission Bay Project develops land uses that will generate 10,400 daily vehicle trips. The cumulative trip volumes used

in the analysis are consistent with this level of development in Mission Bay. The following intersection improvements are assumed for the cumulative scenario:

- Mariposa Street/Third Street – Eastbound approach is widened to provide an additional through lane. The westbound approach is widened and restriped to provide an exclusive left-turn lane and an additional through lane. The existing traffic signal will be reconfigured.
- Mariposa Street/I-280 NB Off-Ramp – Owens Street will connect to this intersection from the north. The eastbound approach will be widened to provide an exclusive left-turn lane. The traffic signal will be replaced and upgraded.
- Mariposa Street/Minnesota Street – Fourth Street will be extended south to this intersection, forming a fourth leg of the Mariposa Street / Minnesota Street intersection. A new traffic signal will be installed at this intersection.

Cumulative conditions (year 2015) turning movements for the signalized intersections were compiled from the *2235 Third Street Transportation Study* and the *Mission Bay SEIR*. These projections were consistent with the *San Francisco Southern Waterfront SEIR*, and are based on previous studies conducted for the *Third Street Light Rail EIS/EIR* and the *Mission Bay SEIR*. Three study intersections were not analyzed in the *Mission Bay SEIR* or *Third Street Light Rail EIS/EIR*. To estimate cumulative conditions volumes at these intersections, growth factors from the intersections that were included in the published studies were developed and applied to the remaining intersections.

Table 3, p. 63, presents the results of the analysis of intersection operations expected for the year 2015. The table shows that the LOS at all study intersections is expected to operate at LOS D or better under 2015 conditions. Therefore, based on the significance criteria described earlier, no cumulatively significant impacts to study intersection operations are expected, assuming the previously identified mitigation for the Mission Bay project is implemented as currently arranged between the City and Catellus.

Table 4 presents the project's cumulative contribution to projected traffic growth at the study intersections. The proposed project would contribute less than five percent of the total cumulative growth between existing conditions and year 2015 at all of the study intersections except for 22nd Street/Indiana Street and 22nd Street/Minnesota Street. However, the total volume expected at these two intersections is less than 400 vehicles per hour during the p.m. peak hour, so although the project would be responsible for a somewhat high percentage of the total increase, the actual amount of traffic added by the project is expected to be relatively low.

Therefore, the project's adverse impacts to local intersection operations are expected to be less than significant.



**TABLE 4**  
**PROJECT PERCENTAGE OF CUMULATIVE TRAFFIC VOLUME INCREASES**

Intersection	Existing Volume	Cumulative Volume	Total Growth	Project Traffic	Project % of Total Growth	Project % of Total Volume
Mariposa Street/I-280 NB off ramp	1,564	3,677	2,113	40	1.9%	1.0%
Mariposa Street/Minnesota Street	1,155	2,353	1,198	39	3.3%	1.7%
Mariposa Street/3rd Street	2,925	4,648	1,723	50	2.9%	1.1%
20th Street/3rd Street	1,977	3,872	1,895	36	1.9%	0.9%
20th Street/Tennessee Street	219	408	189	7	3.7%	1.7%
22nd Street/3rd Street	1,917	3,391	1,474	32	2.2%	0.9%
22nd Street/Minnesota Street	207	280	73	44	60.3%	15.7%
22nd Street/Indiana Street	299	389	90	45	50.0%	11.5%

SOURCE: Fehr & Peers Associates (2005)

### **TRANSIT IMPACTS**

The proposed project would generate 27 new transit trips during the p.m. peak hour. Of these trips, 74 percent (20 trips) would be to and from Downtown San Francisco. It is expected that the majority of these trips will be on the Third Street light rail line, which would be operational by the time the project were complete. Current outbound ridership on the Muni 15-Third Street bus line, which has a stop within approximately 1,400 feet of the project site, is about 50 percent of capacity, with a peak hourly load of 470 riders.

Although ridership along this route is expected to increase with the opening of the new light rail line, so will the line's capacity as light rail vehicles (LRVs) have a notably higher capacity than the busses currently in use. The 20 additional peak hour riders from the proposed project would not cause the new light rail line to operate over its capacity. The 48-Quintara and 22-Fillmore bus lines, which have stops located approximately 940 feet from the project site, currently have ample capacity during the peak hours to accommodate expected increases associated with the proposed project. As noted above, each of these three Muni bus lines and Caltrain has transit stops within close proximity of the project site.

In addition to transit capacity, the accessibility of transit to the proposed project was evaluated. The closest stop to the project site on the new Third Street light rail will be located at the corner of 20th Street/Third Street; therefore, it is likely that the primary route to transit from the project site would be along 20th Street. As described earlier, this route has poor pedestrian conditions.

This issue is dealt with in greater detail in the pedestrian impact section. Based on the above, the project's impacts to transit circulation are expected to be less than significant.

### **PARKING IMPACTS**

The project would provide 168 off-street parking spaces. The project sponsor will request an exemption for the off-street loading requirement and seek approval for up to two on-street loading spaces from the Department of Parking and Traffic. Approximately 10 perpendicular on-street spaces would be removed to accommodate new on-street loading spaces and the parking garage driveway. The loss of 10 on-street parking spaces would be partially offset by the increase in parking supply created by improvements to the project site's northern frontage and the removal of an existing site driveway, both of which would result in new on-street parking. Therefore, the project would not result in any major changes to the on-street parking supply. The project's parking supply, the number of parking spaces required by the Planning Code, and the calculated project-generated parking demand are presented in Table 5.

**TABLE 5  
PARKING SUPPLY, DEMAND, AND CODE REQUIREMENTS**

Use	Planning Code Requirements	Peak Demand (evening)	Peak Demand (midday)	Proposed Supply
Café	11	16	15	
Office	13	0 <sup>a</sup>	15	
Residential	142	182	146 <sup>b</sup>	
<b>Total</b>	<b>166</b>	<b>198</b>	<b>176</b>	<b>168</b>

<sup>a</sup> Office demand is assumed to be zero after normal working hours.

<sup>b</sup> Midday residential demand is assumed to be 80 percent of peak evening demand.

SOURCE: San Francisco Planning Code, 2002 Transportation Guidelines, Fehr & Peers (2005)

Section 151 of the Planning Code, requires one space per residential unit (142 spaces), one space per 500 square feet of office space when the proposed amount of office space is greater than 5,000 square feet (13 spaces), and one space per 200 square feet of restaurant/café space when the total proposed amount of all commercial space is greater than 5,000 gross square feet (11 spaces).

As applied to this project, 166 parking spaces would be required. The project's 168 underground parking spaces would provide more than one space for each residential unit, one space for every 500 square feet of office space, and one space for every 200 square feet of café space and would meet the Planning Code requirements.



Project-generated parking demand is the estimated demand each land use will create for parking. For this analysis, the parking demand was developed according to the 2002 *Transportation Guidelines* methodology. The actual demand for parking that a project may generate is not necessarily the same as what is required by the Planning Code. The estimated peak evening demand of 198 spaces for residential and café uses is 30 spaces more than the 168 spaces that the project would provide. The estimated peak project generated demand during the midday for 176 parking spaces will be eight spaces fewer than the project would provide. Assuming, as a worst-case scenario, that 13 spaces are reserved for office parking, 11 spaces are reserved for café parking, and the remaining 144 spaces are reserved for the residential units, the unmet demand in the midday would be seven spaces (two for office use, four for café use and one for residential use) and the unmet demand in the evening would be 42 spaces (four for café use and 38 for residential use).<sup>19</sup>

The parking occupancy survey, conducted in July 2004, showed there is available on-street parking in both the mid-afternoon and evening to accommodate the excess demand. The block containing the project site had 44 empty parking spaces in the midday and 122 parking spaces available in the evening. With the worst-case scenario described above, assuming that the supply of on-street parking remains about the same as existing conditions, an increase in demand for on-street parking of seven spaces in the midday and 42 spaces in the evening would increase the midday peak parking occupancy for this block to 80 percent and the evening peak parking occupancy to 57 percent.

The project sponsor also will seek to have City Car Share provide a car share vehicle near the site. A car share vehicle would be accessible to both the project and the neighborhood residents, and could be located under the 20th Street overpass. Provision of a car share vehicle could further reduce the demand for on-street parking in the area by providing an alternative to owning and operating a personal automobile.

### **Parking Garage Layout**

The layout of the parking garage was evaluated with respect to on-site circulation. The dimensions of the parking stalls were measured to be approximately 18.5 feet deep by nine feet wide, or 166.5 square feet. The minimum allowable area for standard parking stalls in San Francisco is 160 square feet (Planning Code Section 154(a)(1)). The circulation aisles have been designed to be a minimum of 25 feet wide. These dimensions are adequate, based on standard industry guidelines. Circulation within the garage area appears to be adequate.

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<sup>19</sup> In reality, it is unlikely that any parking spaces would be reserved for the café (drivers would be expected to park on-street), nor is it known whether the café would be open during evening hours. Therefore, the residential shortfall is likely to be smaller.

Overall, the project would provide adequate parking supply and would comply with the Planning Code design requirements. Therefore, the project's impacts to parking are expected to be less than significant.

### ***PEDESTRIAN IMPACTS***

The northern frontage of the project site, 20th Street between Indiana and Minnesota Streets, is currently without sidewalks. Some pedestrians currently use this portion of 20th Street to access Esprit Park, a popular gathering place for neighbors. The proposed project would include reconstruction of the southern side of 20th Street between Indiana Street and Minnesota Street (the project's northern frontage) to provide a sidewalk, curb, and gutter, as well as provide additional perpendicular public on-street parking. These changes would result in a beneficial impact to pedestrian circulation adjacent to a popular pedestrian destination.

The project is expected to generate new pedestrian traffic in the area. In addition, project-generated transit trips will begin as pedestrian trips traveling to the appropriate transit stop, likely a new light rail station at the corner of 20th Street/Third Street. The main route to the new station will most likely be along 20th Street. A portion of this path along 20th Street runs parallel to and under the I-280 overpass with no sidewalks provided between Minnesota and Tennessee Streets, in the block northeast of the proposed project. Therefore, the project will increase the number of pedestrians using an inadequate facility compared to the number that would use this facility without the project.

The net effect to pedestrian circulation in the area is that the project would improve pedestrian facilities adjacent to Esprit Park currently used by a number of neighbors to access the park, and it would also increase the number of pedestrians using an inadequate pedestrian facility along 20th Street, between Minnesota and Tennessee Streets. The improvements to pedestrian facilities on 20th Street between Indiana Street and Minnesota Street are expected to sufficiently compensate for the increase in pedestrians using the inadequate facility on 20th Street, east of Minnesota Street. Therefore, the proposed project's impacts to the pedestrian network would be less than significant.

### ***BICYCLE IMPACTS***

The project would construct the project driveway on Indiana Street, which is designated as a Class III bicycle facility. Existing parallel on-street parking along Indiana Street would remain, which may create visibility restrictions for vehicles exiting the underground garage. A clear area would be maintained on either side of the driveway so that exiting vehicles have adequate sight distance to see oncoming bicycles.

The proposed project would provide several bike storage areas in the parking garage, able to accommodate at least 20 bicycles. These storage facilities are situated near the northeast staircase



in the garage and near the ground floor lobby of the Indiana Street building. The San Francisco Planning Code (Section 155.2), requires a private a parking garage with 120 to 300 vehicle spaces to provide one bicycle parking space for every 20 vehicle spaces, or eight spaces for the proposed project. The proposed project would provide at least 20 bicycle parking spaces, and would therefore exceed this Code requirement.

The project would provide adequate bicycle parking and would not interfere with existing bicycle facilities and/or plans. The project's impact to bicycle circulation would be less than significant.

### ***FREIGHT LOADING AND SERVICE IMPACTS***

The Planning Code, Section 152, requires two off-street loading spaces for residential projects that have between 200,001 and 500,000 square feet of floor area. The project does not propose off-street loading spaces. Since the project has eight separate buildings with three staircases and elevators, two off-street loading spaces would not serve the project efficiently, especially since they would likely be located together. The project sponsor would seek an exception for the off-street loading requirement and would instead seek up to three curb loading spaces from Department of Parking and Traffic. Garbage and recycling areas will be placed at the base of the garage ramp. This will allow garbage trucks to back down the ramps and perform garbage loading without blocking Indiana Street. The proposed width of the ramp is 25 feet and, thus, would accommodate a garbage truck.

The project-generated loading/service demand would be roughly nine trucks per day. This includes mail delivery, maintenance, deliveries, and move-in/move-out activities. During the evening peak period there would be demand for less than one loading space.

The provision of two or more on-street loading spaces rather than two off-street spaces at a single location would meet the project's expected loading, service, and delivery needs. With the exemption for the off-street loading requirement and additional curb loading spaces, the proposed project would have a less than significant impact on loading and service access.

### ***CONSTRUCTION IMPACTS***

Construction of the proposed project would take approximately 19 months in three phases as described below in Table 6. The sidewalk along Minnesota Street on the project site would be closed for bracing during most of the project construction and a covered sidewalk would be provided in the curb lane. All other sidewalks would remain open during construction.

Construction staging would occur primarily within the project site. One corporation yard would be set up on the existing parking lot beneath the 20th Street overpass and another loading area on Indiana Street, one block south of 20th Street.

**TABLE 6**  
**CONSTRUCTION PHASE DESCRIPTIONS**

Phase	Length	Average Workers (Max)	Average Trucks (Max)
1. Demolition	2-4 weeks	10 (10)	10 (10)
2. Grading and Excavation	3 months	20 (30)	10 (35)
3. Foundation thru Completion	15 months	100 (200)	10 (25)

SOURCE: Build Inc.

On-street parking along Minnesota Street and Indiana Street, along with parking in the lot under the 20th Street overpass, would be temporarily closed during construction. This loss of parking would not have a significant impact on the area because, as discussed above, there is sufficient supply in adjacent blocks to handle the displaced vehicles.

Trucks would need to access the site throughout the construction process, especially during the grading and excavation. The primary haul routes will be north on Minnesota Street to Mariposa Street, then west on Mariposa Street to I-280 South or south on Indiana Street to 22nd Street, west on 22nd Street to Pennsylvania Street, south on Pennsylvania Street to I-280 South.

Construction-related impacts to transportation, circulation, and parking would be temporary and would be a less-than-significant impact. Thus, no mitigation is required.



## D. SHADOW

### INTRODUCTION

The nearly-two-acre Esprit Park, bounded by 19th, 20th, Minnesota and Indiana Streets, is located across 20th Street, to the north of the project site. Esprit Park is under the jurisdiction of the Recreation and Park Commission and is therefore subject to Section 295 (Sunlight Ordinance) of the San Francisco Planning Code. Planning Code Section 295 is intended to protect certain public open spaces from shadowing by new structures over 40 feet in height. This section analyzes the potential for the proposed project to create new shadow on Esprit Park. The information in this section is summarized from a technical memorandum.<sup>20</sup>

### SUNLIGHT ORDINANCE

Section 295 of the San Francisco Planning Code, the Sunlight Ordinance, was adopted through voter approval of Proposition K in November 1984 to protect certain public open spaces from shadowing by new structures. Section 295 prohibits the issuance of building permits for structures or additions to structures greater than 40 feet in height that would shade property under the jurisdiction of or designated to be acquired by the Recreation and Park Commission, during the period from one hour after sunrise to one hour before sunset, unless the Planning Commission and Recreation and Park Commission determines that such shade would have an insignificant impact on the use of the property.

Esprit Park is located on the adjacent block north of the project site and is under the jurisdiction of the Recreation and Park Commission, and therefore is a protected open space under Planning Code Section 295. There are no additional public parks near the project site that would be subject to potential shading by the project.

### SETTING

Esprit Park is an 80,000-square-foot open space that was privately created by Esprit de Corp. and was available to company employees and neighborhood residents until the company gave the park to the City in 2001, at which time the park became subject to Section 295. The park consists of a large central green surrounded by gravel paths and planted with shade trees around the perimeter. There are benches at the north and south ends of the park, and stations of a "Par-Course" exercise facility are located around the park. In general, the central grassy area is in fair condition, with some rutted areas and chuckholes.

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<sup>20</sup> Environmental Science Associates, memorandum to Mat Snyder, San Francisco Planning Department, and Daniel LaForte, San Francisco Recreation and Park Department, August 22, 2005. Available for review by appointment at the San Francisco Planning Department, 1660 Mission Street, in project file 2004.0027E.

Existing shadow cast on Esprit Park is attributed to the existing 20th Street overpass and existing buildings adjacent to the park. The northern portion of the project site is comprised of a surface parking lot and does not presently create any shadow on the park. The 20th Street overpass, located between the project site and Esprit Park, crosses over Interstate Highway 280 and Minnesota, Indiana and Iowa Streets. The overpass rises from ground level at Tennessee Street, one block east of Esprit Park and the project site, to a height of about 32 feet at Minnesota Street, and to a height of about 48 feet at Indiana Street. The 20th Street overpass shadows portions of Esprit Park throughout the day almost year-round, except around the summer solstice, when shadows are shortest. Existing buildings adjacent to Esprit Park cast shadow on the park in the early morning and late afternoon throughout much of the year. The I-280 freeway, one block west, also casts late afternoon shadow on the park.

As noted, Esprit Park is 1.8 acres, or 80,000 square feet. The existing shadow burden is 6.1 percent. That is, of the theoretical potential of approximately 297.7 million square-foot-hours<sup>21</sup> of Proposition K sunlight available year-round on Esprit Park (based on the park's area of 80,000 square feet and 3,721 Proposition K hours per year), existing shadow consists of approximately 18.2 million shadow-foot-hours,<sup>22</sup> representing about 6.1 percent of the total potential sunlight.

## IMPACTS

### *SIGNIFICANCE CRITERIA*

Planning Code Section 295 generally prohibits new buildings over 40 feet in height that would cause significant new shadow on open space under the jurisdiction of the San Francisco Recreation and Park Commission between one hour after sunrise and one hour before sunset, at any time of the year. A project would have a significant effect if it would result in new shadow on public open space under the jurisdiction of the Recreation and Park Commission during these hours, unless the Planning Commission and Recreation and Park Commission determine that the new shadow would not have a significant adverse impact on the use of such property.

In 1989, the two Commissions adopted shadow criteria for 14 downtown parks, including an Absolute Cumulative Limit for new shadow for each open space and set forth qualitative criteria for assessing new shadow. For projects that would affect parks for which a quantitative limit was established, shadow impacts have typically been judged less than significant if the project would not exceed the Absolute Cumulative Limit. In establishing the Absolute Cumulative Limits for the downtown parks, the commissions generally relied upon the following guidelines: for smaller parks (of less than two acres) on which more than 20 percent of the potential "Prop. K" sunlight was in shadow under then-existing conditions, no additional shadow was to be permitted. (This

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<sup>21</sup> A square-foot-hour of sunlight is one hour of sunlight on one square foot of ground.

<sup>22</sup> Analogous to square-foot-hours of sunlight, a shadow-foot-hour is one hour of shade on one square foot of ground.



standard was applied to nine downtown parks.) For larger parks (of two acres or more) with between 20 percent and 40 percent existing shadow, the Absolute Cumulative Limit was to be set at 0.1 percent; that is, an additional 0.1 percent more shadow-foot-hours would be permitted beyond existing conditions.<sup>23</sup> For larger parks shadowed less than 20 percent of the time,<sup>24</sup> an additional 1.0 percent new shadow was to be permitted.<sup>25</sup> No guideline was provided for parks of less than two acres that have less than 20 percent existing shadow, such as Esprit Park.<sup>26</sup>

### **IMPACT ANALYSIS**

The proposed project would cast new shadows on the southern portion of Esprit Park between late October and late February. Because the proposed new buildings would be a maximum of 50 feet tall (measured according to the Planning Code), the project would not cast any new shadow on Esprit Park during Section 295 hours (after one hour after sunrise and before one hour before sunset) on the spring or fall equinoxes (March 21 and September 21) or on the summer solstice (June 21), because the relatively higher angle of the sun in those seasons, compared to the dates around the winter solstice (December 21) would result in shadows that would be too short to reach Esprit Park. Therefore, shadow around the winter solstice is discussed in this analysis as it is only time during the year when shadow would reach Esprit Park.

The proposed project would demolish the four structures on the northern portion of the site (the shipping room, storage warehouse, tank building and brandy house), as well as the surface parking lot, and construct five new buildings, which would cast new shadows on the southern portion of Esprit Park during late fall and early winter. From about mid-November through early February, the project would cast some new shadow throughout the day, while during early November and late February, new shadow would be cast only in the early morning (before about 9:30 a.m.) and late afternoon (after about 3:30 p.m.).

Project shadow would be cast beneath the 20th Street freeway overpass, south of the area already shaded by the overpass. Project shadow would fill in a portion of the area currently in sunlight, "beneath" the shadow cast by the overpass roadway and between the areas of shadow cast by the support pillars for the overpass. The area of Esprit Park affected by new shadow would be the southern portion of the park which includes a number of mature trees (Figures 16 and 17). This area, south of the park's main lawn, contains benches, amidst fairly densely planted trees, at

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<sup>23</sup> This criterion applied to Union Square and Embarcadero Plaza II (Justin Herman Plaza). Two other parks, Washington Square and North Beach Playground, were not permitted new shadow because height limits precluded the possibility of new shadow on those parks.

<sup>24</sup> Civic Center Plaza was the only park in this category.

<sup>25</sup> The guidelines for new shadow were presented in a memorandum to the Planning and Recreation and Parks Commissions, from their staffs, dated February 3, 1989, and referred to in Joint Resolution 11595 of the two commissions, adopted February 7, 1989. Available for review by appointment at the San Francisco Planning Department, 1660 Mission Street, in Project File 2004.0027E.

<sup>26</sup> This is because none of the 14 downtown parks for which Absolute Cumulative Limits were established met these criteria.





View of Esprit Park looking east from Indiana Street



View of Esprit Park looking southeast from Indiana Street

SOURCE: Environmental Science Associates

Case No. 2004.0027E: 900 Minnesota Street / 204161 ■

**Figure 16**  
Existing Views of Esprit Park





View of Esprit Park looking west from Minnesota Street



View of Esprit Park looking southwest from Minnesota Street

SOURCE: Environmental Science Associates

Case No. 2004.0027E: 900 Minnesota Street / 204161 ■

**Figure 17**  
Existing Views of Esprit Park



the southwest and southeast corners of the park, and is mostly gravel-covered. No new shadow would fall on the large central lawn area of the park.

With the proposed project, shading of Esprit Park would increase by about 915,000 shadow-foot-hours, or 0.3 percent, to a total shadow coverage of approximately 19.1 million shadow-foot-hours, representing 6.4 percent of the potential sunlight. That is, the project impact would leave Esprit Park in sunlight for more than 93.5 percent of the year-round Proposition K hours. The increase in shading would represent about 5 percent more shadow than at present ( $915,000 \text{ sf-hrs} \div 18.2 \text{ million sf-hrs} = 0.05$ ).

The project's greatest shadow effects would occur during late fall and early winter, when the sun is lowest on the horizon. On December 21, the winter solstice, the sun reaches its low point and, at sunrise, its most southerly location. At 8:22 a.m. (the first Proposition K minute on December 21), project shadow would fill in virtually all of the area currently in sunlight beneath the overpass, adding approximately 5,000 square feet of shadow, or approximately 6.3 percent of the park's area, to the 27,000 square feet currently shaded (see Figure 18). The project would generate very little new shadow on Esprit Park between about 9:30 a.m. and 2:30 p.m. (less than 2,500 square feet of new shadow at any given time), meaning that project effects during, before and after the lunch hour would be minimal.

In terms of shadow on adjacent streets and sidewalks other than Esprit Park, the relatively low height of the new buildings (a maximum of 50 feet, measured according to the Planning Code) would mean that new shadow would fall on both sides of Minnesota Street, including the east sidewalk, but only late in the afternoon. On Indiana Street, new construction would be slightly shorter than the existing warehouse building, and so new shadows from project buildings on the northern portion of the site would be comparable in length to those currently cast by the warehouse. The project would cast shadow on the three internal courtyards proposed as on-site open space, but these spaces would generally be in sunlight during the midday. The new shading which would result from the project's construction would be limited in scope, and would not increase the total amount of shading above levels which are generally accepted in urban areas.

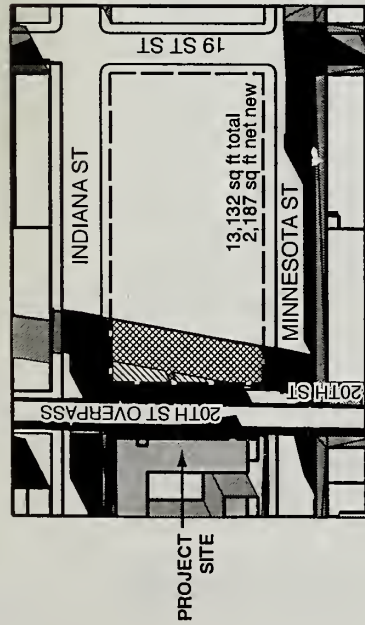
## Summary

New shadow generated by the proposed project on Esprit Park would be cast entirely "beneath" the existing shadow cast by the 20th street overpass. Additionally, project shadow would occur over a relatively limited period of the year (between about mid-fall and mid-winter) and would cover a very limited area of Esprit Park, which is surrounded by existing trees. Therefore, the project would not be expected to adversely affect use or enjoyment of this public park, and would not result in a significant adverse impact on the use of the park.<sup>27</sup>

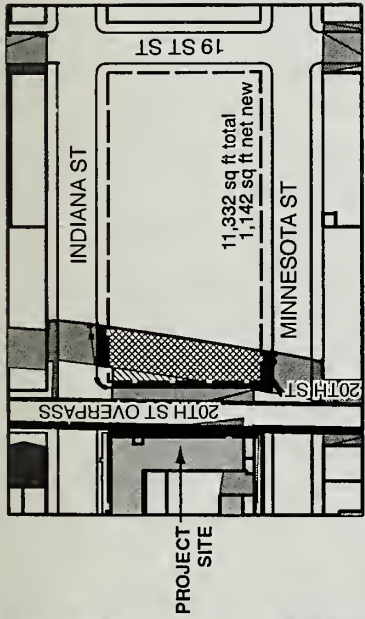
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<sup>27</sup> As noted, Planning Code Section 295 requires a separate formal determination by the Planning Commission and the Recreation and Park Commission.

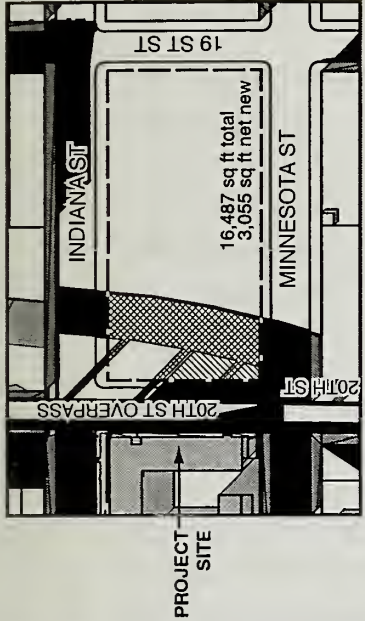




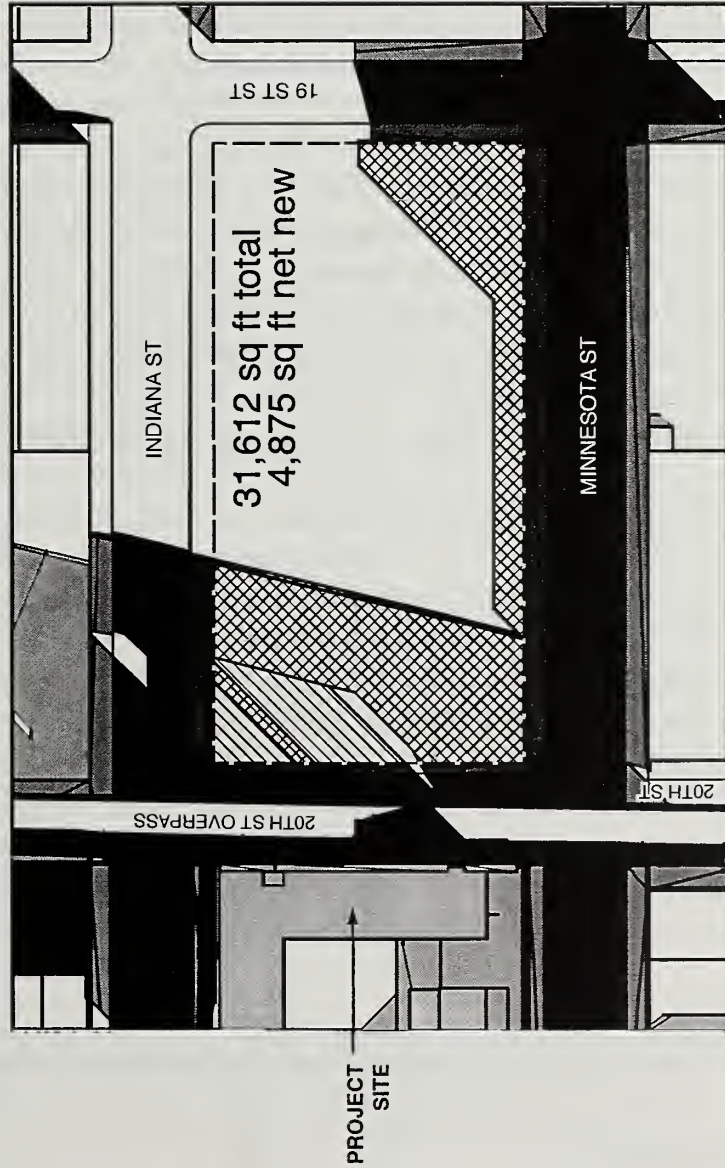
December 21 - 10:00



December 21 - 12:00



December 21 - 15:00



December 21 - 08:30

Maximum Extent of New Shadow on Esprit Park

- Project Buildings
- Esprit Park
- Existing Shadow on Esprit Park
- New Shadow on Esprit Park
- Shadows outside of Esprit Park



## E. HISTORICAL AND ARCHITECTURAL RESOURCES

### INTRODUCTION

The Initial Study for the proposed 900 Minnesota Street project concluded that the project would not adversely affect a prehistoric or historic archaeological sites nor conflict with established recreational, educational, religious or scientific uses of the area. The Initial Study did, however, find the proposed project may have adverse impacts to historic architectural resources. This section, therefore, evaluates the potential impacts on historical architectural resources that could result from the proposed project. A summary of the site's history is presented using information from technical studies prepared by Page & Turnbull for the project site in 2004.<sup>28</sup>

CEQA Section 21084.1 states that “a project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment.” A “historical resource” is defined as one that is listed in, or determined eligible for listing in, the California Register of Historical Resources. In addition, a resource that (i) is identified as significant in a local register of historical resources, such as Article 10 and Article 11 of the San Francisco Planning Code, or (ii) is deemed significant due to its identification in an historical resources survey meeting the requirements of Public Resources Code Section 5024.1(g), is presumed to be historically significant “unless the preponderance of the evidence demonstrates that the resource is not historically or culturally significant.” Finally, CEQA Section 21084.1 permits a lead agency to determine that a resource constitutes a historical resource even if the resource does not meet the foregoing criteria. A “substantial adverse change” is defined in Section 15064.5(b)(1) of the state CEQA Guidelines as “physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired.”

In order to be eligible for the California Register, a resource (building, site, object, structure, or district) must meet at least one of four criteria, and must also retain sufficient integrity. The four criteria are: (1) association with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States; (2) association with the lives of persons important to local, California, or national history; (3) the resource embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of a master or possesses high artistic values; or (4) the resource has yielded, or has the potential to yield, information important to the prehistory or history of the local area, California, or the nation. Integrity encompasses seven aspects: location, design, setting, materials, workmanship, feeling, and association.

<sup>28</sup> Page & Turnbull, Inc., *Historic Resource Evaluation of the Schilling Wine Cellars, 900 Minnesota Street*, December 2004. Available for review by appointment at the San Francisco Planning Department, 1660 Mission Street, in Project File 2004.0027E.



Thus, evaluation of the potential for proposed projects to impact “historical resources” is a two-step process; the first is to determine whether the property is an “historical resource” as defined in Section 15064.5(a)(3) of CEQA, and, if it is an “historical resource,” the second is to evaluate whether the action or project proposed by the sponsor would cause a “substantial adverse change” to the “historical resource.”<sup>29</sup>

## SETTING

The two-acre project site is located within the northwestern portion of the Dogpatch Historic District, an approximately nine-block enclave of worker’s housing and industrial buildings located in San Francisco’s Central Waterfront district. The Dogpatch Historic District, which comprises more than one hundred properties, is generally bounded by Mariposa Street to the north, Tubbs Street to the south, Third Street to the east and Indiana Street to the west. It was formally recognized as a local historic district in 2003 (see discussion below). Although predominantly residential, the Dogpatch Historic District contains several industrial, commercial and civic buildings, including the project site. The Dogpatch Historic District is subject to Article 10 – “Preservation of Historical Architectural and Aesthetic Landmarks” of the Planning Code under Appendix L, Dogpatch Historic District.

The project site contains the C. Schilling & Co. Wine Cellars (Schilling Wine Cellars) complex, which consists of approximately 144,000 sq. ft. of building space in six buildings: the winery, the bottling warehouse, the shipping room, the storage warehouse, the tank building and the brandy house. The site was occupied by C. Schilling & Co. and successor firms from the early 1900s until 1960. For a brief time in the 1960s, a trucking business operated out of the site. In 1972, the site was purchased by the Esprit de Corp. clothing company for use as corporate offices. Esprit occupied the project site until 2003, and since then, the site has been vacant. The Schilling Wine Cellars complex is a contributor to the Dogpatch Historic District.

## PROJECT VICINITY

Within the boundaries of Dogpatch Historic District there are 11 surviving industrial buildings constructed within the period of the district’s significance from 1867 to 1945. Although the district is predominantly a residential island surrounded by heavy industry, industrial and warehousing operations are located within the periphery of Dogpatch, especially along the northern and western fringes of the neighborhood where the Santa Fe Land Improvement Company actively developed its holdings for industrial uses in the late 1800s. The most significant industrial buildings in Dogpatch consist of a pair of timber frame brick warehouses constructed on land belonging to the Santa Fe Land Improvement Company: the former Hulme &

<sup>29</sup> San Francisco Preservation Bulletin No. 16, San Francisco Planning Department, “CEQA Review Procedures for Historic Resources,” Final Draft, October 8, 2004; pp. 1-2. Available on-line at: [http://www.sfgov.org/site/uploadedfiles/planning/projects\\_reports/PresBulletin16CEQA10\\_8\\_04.PDF](http://www.sfgov.org/site/uploadedfiles/planning/projects_reports/PresBulletin16CEQA10_8_04.PDF).

Hart Building at 800-50 Tennessee (1900) and the Schilling Wine Cellars complex (the project site) at 900 Minnesota (1906). The former Hulme & Hart Building is approximately 0.25 miles northeast of the project site.

### ***PROJECT SITE***

The project site consists of approximately two acres including about 144,000 square feet of building space in six buildings: the brick winery and bottling warehouse (built in 1906 and 1912, respectively), a concrete tank building (built 1941) and three wood-frame additions built between 1912 and 1941: the shipping room, storage warehouse, and brandy house. According to Page & Turnbull, the winery and bottling warehouse are the oldest, most architecturally significant, and least altered parts of the complex. Both are designed in an industrial-functional style known as the Nineteenth Century Commercial Style (Commercial Style), which is typically characterized by simply detailed unreinforced brick walls with arched window openings, cornice bands, wood sash windows, internal timber framing and roof trusses, exposed iron tie-rod ends and fireproof steel or iron-plated door and window shutters. The winery and the bottling warehouse have brick exterior walls arranged in five-course common bond, concrete foundations, flat roofs, arched window openings and simple detailing. The winery is a double height space, with a basement level below and the bottling warehouse is a three-story brick building. To the north of the winery and the bottling warehouse are four later additions, including the two-story concrete tank building, and the shipping room, storage warehouse, and brandy house, which are all one-story, lightweight wood-frame structures with simple wood plank or shingle cladding.

The interior of the Schilling Wine Cellars complex exists as a blend of historic and contemporary materials after decades of evolving usage and reconstruction after a fire in 1976. The fire destroyed the interior of the winery, although it did not destroy the perimeter walls or any of the other five buildings on the property. In general terms, the interiors of the winery and bottling warehouse can be described as undifferentiated spaces bounded by brick perimeter walls and subdivided into a grid of structural bays by large timber posts, beams and roof trusses.

### ***HISTORIC ARCHITECTURAL RESOURCES***

#### **Rated Buildings of Historical and Architectural Importance**

After the survey and nomination of the Dogpatch neighborhood, the Dogpatch Historic District was formally designated as San Francisco's eleventh historic district and recorded in Appendix L of Article 10 of the San Francisco Planning Code in April 2003. According to the Dogpatch Historic District nomination, the Schilling Wine Cellars complex, including all six buildings, is a contributor to the district, eligible under National Register Criterion A (Events/Patterns of History) on the basis of its contributing role as a major industry built after the 1906 Earthquake and Fire destroyed the Schilling Wine Cellars in the South of Market Area. The nomination also found the district eligible for listing under Criterion C (Design/Construction) as an architecturally



significant and increasingly rare example of a Commercial Style warehouse in the Central Waterfront and San Francisco as a whole. The historic district nomination was based very closely on the findings of the Dogpatch Cultural Resources Survey prepared in 2001. However, in the 2001 survey, only the winery and bottling warehouse were assigned a National Register Status Code of "5D1," meaning that these two buildings appeared to be "contributors to a fully documented district that is designated or eligible for designation as a local historic district...." The 2001 survey excluded the later additions on the northern side of the property from the contributory designation "due to perceived loss of integrity."<sup>30</sup> The only mention of the four buildings added later in the official state inventory form is as follows: "Between 1924 and 1948 a large, one and two-story wood-frame addition was added to the north side of the original structure. The addition is clad in shingles and diagonal wood plank sheathing."<sup>31</sup>

When the district was officially designated by the City in 2003, however, the entire former Esprit property, including all six buildings, was included within the district boundaries "in order to avoid splitting lots and separating the complex as a whole. It was the [Planning] Department's position that a separation would have been unnecessary and would only make future planning review more confusing."<sup>32</sup>

For this EIR, Page & Turnbull evaluated the project site for eligibility to the California Register, apart from its existing designation as a local historic district listed in Article 10 of the Planning Code. This evaluation found that, in addition to its eligibility as a contributor to an eligible district, the site appears to be individually eligible under California Register Criterion 1<sup>33</sup> on the basis of its contributing role as a major industry built after the 1906 Earthquake and Fire destroyed the Schilling Wine Cellars in the South of Market Area. The historic 1906 and 1912 brick portions of the complex (the winery building and bottling warehouse) served as the headquarters of Schilling Wine Cellars, the only major CWA-affiliated winery to rebuild in San Francisco after the 1906 Earthquake and Fire.<sup>34</sup> In addition, the complex appears eligible under California Register Criterion 2<sup>35</sup> because of its association with German immigrant winemaker Claus Schilling, "one of the most important figures in California's winemaking and distribution industry during the last quarter of the nineteenth and the first quarter of the twentieth century."<sup>36</sup> Finally, the winery building and bottling warehouse were also found to be eligible for

<sup>30</sup> Page & Turnbull (see Note 28, p. 78); p. 35.

<sup>31</sup> See State of California – The Resources Agency, Department of Parks and Recreation, Primary Record for 900 Minnesota; Form DPR 523A. Available for review by appointment at the San Francisco Planning Department, 1660 Mission Street, in Project File 2004.0027E.

<sup>32</sup> Memorandum from Winslow Hastie, Preservation Technical Specialist, to Art Aguilar, Major Environmental Analysis, February 14, 2005; p. 2. Available for review by appointment at the San Francisco Planning Department, 1660 Mission Street, in Project File 2004.0027E.

<sup>33</sup> Criterion 1 applies to "resources that are associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States."

<sup>34</sup> Page & Turnbull (see Note 28, p. 78); p. 35.

<sup>35</sup> Criterion 2 applies to "resources that are associated with the lives of persons important to local, California, or national history."

<sup>36</sup> Page & Turnbull (see Note 28, p. 78); p. 36.

district listing under California Register Criterion 3<sup>37</sup> as an architecturally significant and increasingly rare example of a Commercial Style warehouse in the Central Waterfront and San Francisco as a whole.<sup>38</sup>

Page & Turnbull found that only the brick winery building and bottling warehouse retain sufficient integrity to warrant eligibility for the California Register. "In general, the brick sections of the complex – the 1906 winery building and the 1912 bottling warehouse – have undergone fewer changes than the later wood-frame and concrete additions on the north side of the property. Although the winery was heavily damaged by fire in 1976, the interior was reconstructed in a manner compatible with the its original appearance, utilizing salvaged wood timbers to replicate the original timber framing. Furthermore, the exteriors of both buildings are largely intact, aside from the introduction of new windows on the Indiana Street façade and the enlargement of openings on Minnesota Street."<sup>39</sup> The four later buildings, however, "all retain a much lower degree of integrity. Unlike the brick sections, which are large durable buildings that are difficult to alter (at least on the exterior), the additions were all inexpensive and designed with flexibility in mind. In keeping with the accretive nature of American industrial plant design, additions such as these were designed and built in an ad hoc nature so that they could be easily remodeled or removed when necessary."<sup>39</sup> Page & Turnbull concluded, with regard to the four later buildings, "Due to extensive alterations, the four wood-frame and concrete additions on the northern side of the Schilling Wine Cellars complex no longer appear to be eligible for listing in the California Register. Before losing their integrity in the 1980s they were representative of the ad hoc way in which industrial plants were expanded during the late nineteenth century and the first half of the twentieth century."<sup>40</sup>

A Planning Department preservation technical specialist concurred with this conclusion, stating that Page & Turnbull "presents solid, credible evidence that these [four later] buildings, which are attached to the brick buildings, are not significant historic resources."<sup>41</sup> Nevertheless, while Page & Turnbull identified only the 1906 winery and 1912 bottling warehouse on the project site as California-register eligible, and Planning Department staff concurred, the entire Schilling Wine Cellars complex is considered a historical resource under CEQA by virtue of its listing as a contributory resource to the Dogpatch Historic District included in Article 10 of the Planning Code. Under the Department's CEQA procedures for historical resources, a historic resource listed in Article 10 is considered a historical resource unless a preponderance of the evidence demonstrates to the contrary; the procedures state that, "generally the 'preponderance of the evidence' must consist of evidence that the appropriate decision-maker has determined that the resource should no longer be included in the adopted survey or register [such as Article 10].

<sup>37</sup> Criterion 3 applies to "resources that embody the distinctive characteristics of a type, period, region, or method of construction, or represent the work of a master, or possess high artistic values."

<sup>38</sup> Page & Turnbull (see Note 28, p. 78); p. 36.

<sup>39</sup> Page & Turnbull (see Note 28, p. 78); p. 39

<sup>40</sup> Page & Turnbull (see Note 28, p. 78); p. 36.

<sup>41</sup> Winslow Hastie memorandum (see Footnote 32, p. 81); p. 5.



Where there is substantiated and uncontroverted evidence of an error in professional judgment, of a clear mistake, or that property has been destroyed, this may also be considered a 'preponderance of the evidence' that the property is not an historical resource."<sup>42</sup>

The Board of Supervisors has not amended Article 10, Appendix L to exclude the four northern building from the list of contributory resources. Therefore, pending a determination otherwise by the Planning Commission and/or Board of Supervisors, the entire six-building complex on the project site is considered a historical resource under CEQA.

## IMPACTS

### *SIGNIFICANCE CRITERIA*

A project is generally found to have a significant effect on the environment if it will substantially disrupt or substantially adversely affect a property of historic significance. CEQA Section 21084.1 states "a project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment." A "historical resource" is defined as one that is listed in, or determined eligible for listing in, the California Register of Historical Resources, one that is identified as significant in a local register of historic resources, such as Article 10 of the San Francisco Planning Code, or one that is deemed significant due to its identification in an historical resource survey meeting the requirements of Public Resource Code Section 5024.1(g). A resource that is deemed significant due to its identification in an historical resource survey meeting the requirements of Public Resource Code Section 5024.1(g), is presumed to be historically significant unless a preponderance of evidence demonstrates otherwise.

A "substantial adverse change" is defined by CEQA Guidelines Section 15064.5 as "demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired." The significance of an historical resource is materially impaired when a project:

- A. Demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its inclusion in, or eligibility for, inclusion in the California Register of Historical Resources; or
- B. Demolishes or materially alters in an adverse manner those physical characteristics that account for its inclusion in a local register of historical resources pursuant to section 5020.1(k) of the Public Resources Code or its identification in an historical resources survey meeting the requirements of section 5024.1(g) of the Public Resources Code, unless the public agency reviewing the effects of the project establishes by a preponderance of evidence that the resource is not historically or culturally significant; or

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<sup>42</sup> San Francisco Preservation Bulletin No. 16 (see Note 29, p. 79); pp. 7-8

- C. Demolishes or materially alters in an adverse manner those physical characteristics of a historical resource that convey its historical significance and that justify its eligibility for inclusion in the California Register of Historical Resources as determined by a lead agency for purposes of CEQA.

In general, a project that would comply with the Secretary of the Interior's Standards for the Treatment of Historic Properties (including the Standards for Rehabilitation) is considered mitigated to a less-than-significant level (CEQA Guidelines Sec. 15064.5(b)(3)).

## ***IMPACT EVALUATION***

### **Historic Architectural Resources**

The project would construct 142 residential units both within the existing volume of the historic winery and bottling warehouse and within new buildings to be built within the footprint of the winery building and on the northern part of the property presently occupied by surface parking lots and four later additions; the four later buildings would be demolished to make room for the new construction. As discussed in the Setting, these four later additions, the storage warehouse, shipping room, brandy house and tank building have substantially lower degrees of integrity than the winery or the bottling warehouse. According to the Page & Turnbull report, these four buildings do not retain sufficient integrity to convey their historical usage. Nevertheless, they are considered historical resources under CEQA because of their inclusion as contributors to a historic district identified in Article 10 of the Planning Code. Therefore, their demolition, while it would not detract substantially from the significance of the rest of the complex (the winery building and bottling warehouse), would constitute a significant adverse impact on the four contributory buildings proposed for demolition. Because the other two buildings in the Schilling Wine Cellars complex, the winery and bottling warehouse, "are the only two parts of the complex that continue to convey its historic use as a commercial winery between 1906 and the early 1960s,"<sup>43</sup> the demolition would not adversely affect either of these two buildings, each of which would remain a contributory resource within the Dogpatch Historic District. Furthermore, because the four buildings to be demolished "no longer contribute to the significance of the complex as a result of incremental alterations during the 1970s and 1980s,"<sup>44</sup> their loss would not adversely affect the historic district as a whole.

### ***Evaluation of the Project under the Secretary of the Interior's Standards for Rehabilitation***

According to the Page & Turnbull report, "the proposed project as currently designed does appear to comply in spirit and intent with the Secretary of the Interior's Standards for Rehabilitation."<sup>45</sup> According to the National Park Service publication, rehabilitation is defined as: "...the act or

<sup>43</sup> Page & Turnbull (see Note 28, p. 78); p. 43.

<sup>44</sup> Page & Turnbull (see Note 28, p. 78); p. 49.

<sup>45</sup> Page & Turnbull (see Note 28, p. 78); p. 44.



process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural or architectural values.”<sup>46</sup> Page & Turnbull evaluated the written project description and plans submitted by the project sponsor and its architect and determined that the proposed project, which seeks to remove the later wood-frame and concrete additions and construct housing and associated resident-serving amenity space in the historic winery and bottling warehouse and additional residential units and office and café space on the northern part of the site, would be in compliance with the Secretary of the Interior’s Standards for Rehabilitation, as described below.

The project would retain, seismically strengthen, and renovate approximately the eastern third of the existing winery building, developing residential uses and amenities for project residents within the building. The remainder of this building would be disassembled with the exception of the brick and concrete exterior walls, most of which would be seismically strengthened and retained. Within the exterior walls, two new six-story, approximately 50-foot-tall, residential buildings would be built on either side of an outdoor courtyard, open to the sky. The new construction within the winery’s existing façade would be set back from the Minnesota Street frontage to reduce its visibility and to avoid the disruption of existing spatial relationships from the street. Earlier façade alterations to the Minnesota Street frontage would be removed and the Minnesota Street façade restored to its original appearance using original drawings. According to Page & Turnbull, these design efforts would be generally consistent with spirit and intent of the Standards.

The proposed project would also renovate the bottling warehouse structure, preserving the exterior walls and floor plates and constructing residential units within the existing building space. The project sponsor proposes to restore the Indiana Street façade of the bottling warehouse, which has also been altered over the years, to an approximation of its original appearance. The project would include the conversion of several non-historic windows and a loading dock on the first floor level to doors and the addition of several new openings to provide required light and air to the residential units.

The four new five-story steel-frame residential buildings proposed for the northern part of the site would replace the low-scale wood-frame and concrete additions that now stand on the site. The new construction would be set back from the historic buildings by a 25 foot Central Court in order to avoid damaging historic spatial relationships. The new buildings would be linked to the historic winery and bottling warehouse by a stair and elevator tower, inset about 25 feet from the Minnesota Street frontage, that would also provide access to the walkways at each level of the residential buildings. The new construction would be designed in such a way that it can be clearly differentiated from the historic buildings on the site. The building closest to the winery would be

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<sup>46</sup> Kay D. Weeks and Anne E. Grimmer, *Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings* (Washington, D.C.: National Park Service, 1995).

four feet taller along Minnesota Street than the historic winery building and separated from the winery building by a 14-foot wide entrance court. The new building along Indiana Street would be about five feet shorter than the historic bottling warehouse and separated from the bottling warehouse by a 25-foot wide vehicular and pedestrian entrance court. While designed to complement the historic buildings in regard to massing and scale, the new buildings would be differentiated from the old in terms of materials, colors and stylistic vocabulary. Utilizing steel, glass and exposed structural elements, the two new buildings take their cue from steel and corrugated metal industrial buildings located just outside the historic district. As a result of these design efforts, Page & Turnbull concluded that the proposed project appears to comply with the Secretary of the Interior's Standards for Rehabilitation. A summary of Page & Turnbull's evaluation of the project against the Secretary's Standards follows:

With regard to Rehabilitation Standard 1 (a property to be used as it was historically or placed in a new use that "requires minimal change to [its] defining characteristics"), Page & Turnbull found that while conversion of the winery and bottling warehouse to residential use would be a change from historic usage, "this type of change has ample precedent in the neighborhood and will result in fewer exterior modifications than either retail or many other industrial uses." Page & Turnbull noted that the only other Commercial Style warehouse in the Dogpatch Historic District, the Hulme & Hart Warehouse at 800-50 Tennessee Street, "was successfully converted to residential use a decade ago in a manner similar to the proposed project," and that the required extensive internal alterations "are practically undetectable to the untrained eye from the street." Importantly, Page & Turnbull found that demolition of the storage warehouse, shipping room, tank building and brandy house on the northern part of the property to be consistent with Standard 1 "because they no longer possess distinctive materials, features, spaces, or spatial relationships because incremental alterations have severely reduced the integrity of these additions over time."

Concerning Standard 2 (preservation of historic character, including historic materials, features and spaces), Page & Turnbull found the primary significant components of the winery and bottling warehouse to be the brick and concrete perimeter walls, the interior framing of the bottling warehouse, interior freight elevator, security vault, overhead rolling doors on Indiana Street, exterior skylights and interior fire doors. Both buildings, however, have undergone exterior and interior alterations, including enlargement of original window openings and replacement of most original wood sash windows with aluminum units, as well as changes to the locations of exterior doors and the creation of new window openings. Multiple interior alterations have occurred, most extensively after the 1976 fire destroyed the interior of the winery, meaning that most interior framing and finish materials of the winery are not historic, although the warehouse interior is largely intact.

The project would remove and partially reconstruct the non-original interior framing of the winery, which is toe-nailed to the floor and does not comply with seismic codes. The project



sponsor proposes to reuse some of the framing in the first two structural bays (to a depth of 40') along Minnesota Street, thereby perpetuating the existing views of the interior framing from the exterior. Behind these bays, the framing would be removed back to the common wall shared by the winery and bottling warehouse and two new residential structures constructed within the perimeter walls of the winery. The exterior walls and floor plates of the bottling warehouse would be preserved and new residential units constructed within the building's existing volume. Additionally, the project would restore the Minnesota Street façade to its original appearance and the Indiana Street façade to an approximation of its original appearance. The project would demolish the heavily altered storage warehouse, shipping room, the brandy house and tank building, "none of which contribute significantly to the historic character of the property. ... Their demolition will not result in the removal of significant materials or features from the Schilling Wine Cellars complex."<sup>47</sup>

Page & Turnbull concluded, "While the overall scope of the project is ambitious, the proposed alterations to the winery and bottling warehouse will be confined to non-historic materials and features as much as possible. As designed, the project is in compliance with Rehabilitation Standard 2."<sup>48</sup>

With regard to Standard 3 (avoiding creation of "a false sense of historical development"), Page & Turnbull found that because restoration of the Minnesota Street façade would be undertaken using original drawings and restoration of the Indiana Street and north and south façades would be largely guided by physical evidence, the project would comply with Standard 3.

Concerning Standard 4 (recognizing and preserving changes that have become historic over time), Page & Turnbull stated that none of the changes that Esprit made to the Schilling Wine Cellars complex have attained the required age to be considered potentially significant and all of the wood-frame and concrete additions dating from 1912 to 1941 have been heavily altered, reducing their historic industrial character and impairing their architectural and historical significance. Therefore, the project would comply with this standard.

Concerning Standard 5 (preservation of distinctive features and construction techniques or craftsmanship), according to Page & Turnbull, the project would remove only non-contributing and non-historic materials and features of the winery and bottling warehouse, while important materials and features, such as the exterior brick walls, historic fenestration pattern and original timber framing, would be preserved. Alterations to the four wood-frame and concrete additions on the northern section of the property have resulted in those buildings no longer possessing distinctive materials or features. Thus, the project would comply with Standard 5.

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<sup>47</sup> Page & Turnbull (see Note 28, p. 78); p. 45.

<sup>48</sup> Page & Turnbull (see Note 28, p. 78); p. 46.

In regard to Standard 6 (repair, rather than replacement of deteriorated historic features, where feasible), Page & Turnbull states that the project would repair deteriorated historic features of the winery and bottling warehouse including repair of the historic brick walls of the winery and bottling warehouse when the later additions are removed. Therefore, the project would be consistent with Standard 6.

With regard to Standard 7 (foregoing harsh chemical or physical treatments to avoid damage to historic materials), Page & Turnbull noted that the winery and bottling warehouse are in good condition, but if chemical or physical treatments are necessary, "they will be undertaken using the gentlest means necessary."<sup>49</sup> Thus, the project would comply with Standard 7.

Standard 8: (preservation of significant archeological resources) deals with archaeological resources. Page & Turnbull states that foundation excavations necessary to build the existing buildings would have removed large amounts of soil and bedrock, thus reducing the possibility of encountering either prehistoric or historic archaeological resources during excavation for the proposed buildings. Furthermore, mitigation identified in the project initial study will ensure no significant impact should any archaeological resources be encountered. Therefore, the project would comply with Standard 8.

With regard to Standard 9 (undertaking additions and alterations, where necessary, that do not destroy historic materials, that differentiate new from old, and that are compatible with historic materials, features and spaces), according to Page & Turnbull, "The construction of residential units within the historic winery will mostly remove only non-historic materials.... While designed to complement the historic buildings in regard to massing and scale, the new buildings will be differentiated from the old in terms of materials, colors and stylistic vocabulary. Utilizing steel, glass and exposed structural elements, the two new buildings take their cue from steel and corrugated metal industrial buildings located just outside the historic district."<sup>50</sup> Therefore, Page & Turnbull found that the project would be consistent with Standard 9.

Concerning Standard 10 (designing additions such that, if later removed, the property would retain its historic integrity), Page & Turnbull stated, "In California, the introduction of a seismic retrofit is a permanent alteration to a historic building, but one that is generally found to comply with the Standards because of the benefits involved. Due to the fact that they do not touch at grade level, the proposed new buildings on the northern part of the site could be removed without impacting the historic winery and bottling warehouse."<sup>51</sup> Therefore, the project would be consistent with Standard 10.

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<sup>49</sup> Page & Turnbull (see Note 28, p. 78); p. 47.

<sup>50</sup> Page & Turnbull (see Note 28, p. 78); p. 48.

<sup>51</sup> Page & Turnbull (see Note 28, p. 78); p. 48.



A review of the Page & Turnbull report by San Francisco Planning Department's preservation technical specialist generally concurred with these findings.<sup>52</sup> As stated in the memo, "the proposed rehabilitation of the winery and bottling warehouse buildings into community and residential uses is consistent with the Secretary of the Interior's Standards. Exhaustive research on the property and the documentation of alterations to these buildings has been included in the Historic Resource Evaluation Report (HRER) for the Schilling Wine Cellars complex, and this information has guided the rehabilitation approach to these buildings." With regard to the demolition of the later wood-framed buildings to the north of the former winery, the memo also states, "The HRER presents solid, credible evidence that these buildings, which are attached to the brick buildings, are not significant historic resources. Therefore, the Secretary of the Interior's Standards would not apply to their demolition." As noted in the Setting, however, these four buildings are considered historical resources for CEQA purposes in this EIR. Finally, the memo concurs with the historic report's findings that, "The new construction will not have an adverse impact on surrounding properties within the [Dogpatch] historic district."

While the project would comply with the Secretary's Standards, in this case, impacts to historic resources would not be considered mitigated to a less-than-significant level under CEQA, because the project would demolish four buildings that are contributory to a historic district listed in Planning Code Article 10.<sup>53</sup> Mitigation Measures identified in Chapter IV would reduce this impact, but not to a level of insignificance.

### Cumulative Impacts

The project site is located in a section of San Francisco that has been undergoing substantial new development; however, few major changes have occurred in the historic district since its designation, partially as a result of the protection afforded by historic district status. As discussed above, the primary significance of the winery and bottling warehouse sections of the Schilling Wine Cellars complex is as a reasonably well preserved and increasingly rare example of a Commercial Style industrial complex in the Dogpatch Historic District, as well as San Francisco's greater Central Waterfront area.

The proposed project in combination with other projects within the district could result in cumulative impacts to the Dogpatch Historic District. However, historical resources in the vicinity have been successfully renovated for adaptive reuse. The most significant industrial buildings in Dogpatch Historic District consist of a pair of timber frame brick warehouses constructed on land belonging to the Santa Fe Land Improvement Company: the project site and the former Hulme & Hart Building at 800-50 Tennessee. The Hulme & Hart Warehouse was converted to residential use a decade ago. While the interior of this contributor to the Dogpatch

<sup>52</sup> Winslow Hastie memorandum (see Footnote 32, p. 81).

<sup>53</sup> As noted in the Significance Criteria for effects on historical and architectural resources, CEQA Guidelines Sec. 15064.5(b)(3) states that a project that would comply with the Secretary of the Interior's Standards for the Treatment of Historic Properties *generally* is considered mitigated to a less-than-significant level (emphasis added).

Historic District has undergone extensive alterations, these are practically undetectable to the untrained eye from the street. The project sponsor's intent is to execute a similar project on the site of the former Schilling Wine Cellars complex.

The loss of the later wood-frame and concrete additions on the project site would not have an adverse cumulative effect on the Dogpatch Historic District as they were constructed somewhat later than the historic brick sections of the complex and no longer contribute to the significance of the complex or the district as a whole. The renovation and reuse of the historic winery and bottling buildings would comply with the Standards, as described above. As a result, the proposed project, in conjunction with other development, would have a less-than-significant cumulative impact on the Dogpatch Historic District, and no mitigation is required for effects on the district.

### Summary

Although the proposed rehabilitation of the Schilling Wine Cellars complex would be consistent with the Secretary of the Interior's Standards, the project would result in a significant, immitigable impact by demolition of four buildings that are contributory to the Dogpatch Historic District, listed in Article 10 of the Planning Code. However, the sections of the complex that are to be demolished have lost their integrity over time and are not easily visible from public ways, and the new construction would be sited and designed to avoid adversely altering those physical characteristics that convey the historical significance of the Dogpatch Historic District. Therefore, demolition of the four buildings would not adversely affect the remaining two structures brick winery or bottling warehouse, and effects on the district as a whole would likewise be less than significant.



## F. GROWTH INDUCEMENT

San Francisco consistently ranks as one of the most expensive housing markets in the United States. This continued demand for housing within the City is attributed to San Francisco's status as a central city in an attractive region known for its agreeable climate, open space and recreational opportunities, cultural amenities, strong and diverse economy, and prominent educational institutions. As a regional employment center, San Francisco also attracts people who want to live close to where they work. New housing to relieve market pressure created by continued housing demand is particularly difficult to provide in San Francisco because the amount of land available for residential use is limited, and because land and development costs are high.

In general, a project would be considered growth-inducing if its construction and use would result in substantial population increases and/or new development in other nearby areas that might not occur if the project were not approved and implemented, particularly if the project would facilitate growth by removing a major obstacle to development in a particular area (such as provision of major new public services to an area where those services are not currently available). As discussed throughout this EIR, the proposed project would result in the construction of 142 residential units, 3,300 gsf of resident-serving uses, 6,300 gsf of office space, 2,100 gsf of café space and 168 parking spaces on the site of the former Schilling Wine Cellars. The project would adaptively reuse the site, which is currently vacant, in a neighborhood where basic urban infrastructure is provided and, as such, would be more appropriately characterized as infill development that would meet demand for housing in San Francisco and the Bay Area, rather than a growth-inducing phenomenon that would facilitate development in areas not currently ripe for growth.

Furthermore, given the project's proximity to existing transit lines and the Third Street Light Rail project, to the extent that residents of the proposed project were to work in or near downtown San Francisco, residential expansion on the project site would result in substantially less impact on transportation systems and air quality than would comparable development in a more outlying part of the Bay Area where fewer services and less transit access is provided.

In summary, the project would not result in substantial inducements to growth, but instead would contribute incrementally to meeting existing and future housing demand in San Francisco.

## CHAPTER IV

### MITIGATION MEASURES

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In the course of project planning and design, mitigation measures have been identified that would reduce or eliminate the project's potentially significant environmental impacts. Some of these measures have been, or would be, voluntarily adopted by the project sponsor or project architect and contractor and thus are proposed as part of the project; some are identified by this EIR and are under consideration by the project sponsor. Each mitigation measure and its status are discussed below.

There are several items required by law that would serve to mitigate potential significant impacts; they are summarized here for informational purposes. These measures include: no use of mirrored glass on the building to reduce glare, as per City Planning Commission Resolution 9212; limitation of construction-related noise levels, pursuant to the San Francisco Noise Ordinance (Article 29 of the San Francisco Police Code, 1972); and observance of State and Federal OSHA safety requirements related to handling and disposing of other hazardous materials, such as asbestos.

#### A. MITIGATION MEASURES FROM THE EIR

##### HISTORIC ARCHITECTURAL RESOURCES

- **Salvage.** Despite major fire damage in the 1970s, the interior and exterior of the winery and bottling warehouse do contain several features worthy of salvage and potential reuse within the building or sale to a salvage contractor. Some of these features include steel clad fire doors between the two buildings, the freight elevator and the fireproof steel and masonry vault located in the southeastern corner of the main floor. Although not historic, the heavy timber framing within the interior of the winery is in good condition and quite valuable as large-dimensioned virgin lumber. It is therefore deserving of salvage and reuse in the project or sale to a salvage contractor.
- **Recordation.** While the level of alterations would not justify full-scale HABS (Historic American Building Survey) level documentation, the project sponsor should document the existing exterior and interior conditions of Schilling Wine Cellars complex with large format black and white photography, with labeled 8" x 10" prints labeled with each view. This effort, combined with existing original plans and the historic resources report prepared for this project (Page & Turnbull, 2004) should be packaged together and submitted to local archives, including the San Francisco Public Library History Room, San Francisco Architectural Heritage and the Northwest Information Center at Sonoma State University in Rohnert Park.



## B. MITIGATION MEASURES FROM THE INITIAL STUDY

### CONSTRUCTION AIR QUALITY

To reduce particulate emissions, the project sponsor shall require the contractor(s) to spray demolition sites with water during demolition, excavation, grading and site prepared activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soil, sand or other such material; and sweep surrounding streets during these periods at least once per day. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsor shall require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

### HAZARDS

- The project sponsor shall ensure that any equipment containing PCBs, such as fluorescent light ballasts, are removed and properly disposed of according to applicable federal, state, and local laws prior to the start of renovation. Any other hazardous materials identified, either before or during work, will be abated according to applicable federal, state, and local laws.
- The abandoned underground storage tank present in the north-eastern portion of the site shall be removed prior to construction activities in the immediate area. The San Francisco Local Oversight Program (LOP) shall be contacted to oversee removal and determine appropriate remediation measures. Removal of the UST shall require, as deemed necessary by the LOP, over-excavation and disposal of any impacted soil that may be associated with such tanks to a degree sufficient to the oversight agency. In the event that additional USTs are encountered the same procedures described above shall apply.

### ARCHAEOLOGICAL RESOURCES

- The following mitigation measure is required to avoid any potential adverse effect from the proposed project on accidentally discovered buried or submerged historical resources as defined in *CEQA Guidelines* Sections 15064.5(a) and (c). The project sponsor shall distribute the Planning Department archeological resource "ALERT" sheet to the project prime contractor; to any project subcontractor (including demolition, excavation, grading, foundation, pile driving, etc. firms); or utilities firm involved in soils disturbing activities within the project site. Prior to any soils disturbing activities being undertaken each contractor is responsible for ensuring that the "ALERT" sheet is circulated to all field personnel including, machine operators, field crew, pile drivers, supervisory personnel, etc. The project sponsor shall provide the Environmental Review Officer (ERO) with a signed affidavit from the responsible parties (prime contractor, subcontractor(s), and utilities firm) to the ERO confirming that all field personnel have received copies of the Alert Sheet.

Should any indication of an archeological resource be encountered during any soils disturbing activity of the project, the project Head Foreman and/or project sponsor shall immediately notify the ERO and shall immediately suspend any soils disturbing activities in the vicinity of the discovery until the ERO has determined what additional measures should be undertaken.

If the ERO determines that an archeological resource may be present within the project site, the project sponsor shall retain the services of a qualified archeological consultant. The archeological consultant shall advise the ERO as to whether the discovery is an archeological resource, retains sufficient integrity, and is of potential scientific/historical/cultural significance. If an archeological resource is present, the archeological consultant shall identify and evaluate the archeological resource. The archeological consultant shall make a recommendation as to what action, if any, is warranted. Based on this information, the ERO may require, if warranted, specific additional measures to be implemented by the project sponsor.

Measures might include: preservation in situ of the archeological resource; an archaeological monitoring program; or an archeological testing program. If an archeological monitoring program or archeological testing program is required, it shall be consistent with the Major Environmental Analysis (MEA) division guidelines for such programs. The ERO may also require that the project sponsor immediately implement a site security program if the archeological resource is at risk from vandalism, looting, or other damaging actions.

The project archeological consultant shall submit a Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describing the archeological and historical research methods employed in the archeological monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.

Copies of the Draft FARR shall be sent to the ERO for review and approval. Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest or interpretive value, the ERO may require a different final report content, format, and distribution than that presented above.



## CHAPTER V

### SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED IF THE PROPOSED PROJECT IS IMPLEMENTED

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In accordance with Section 21067 of the California Environmental Quality Act (CEQA), and with Sections 15040, 15081, and 15082 of the State CEQA Guidelines, the purpose of this chapter is to identify impacts that could not be eliminated or reduced to an insignificant level by mitigation measures included as part of the project, or by other mitigation measures that could be implemented, as described in Chapter IV, Mitigation Measures. This chapter is subject to final determination by the San Francisco Planning Commission as part of the certification process for the EIR. If necessary, this chapter will be revised in the Final EIR to reflect the findings of the Planning Commission.

The proposed alterations to the historic winery and bottling warehouse structures would comply with the Secretary of the Interior's Standards for Rehabilitation. The proposed project would, however, result in demolition of four buildings listed as contributory resources to the Dogpatch Historic District, included in Article 10 of the Planning Code. This would be a significant impact that could not be mitigated to a less-than-significant level.

With the implementation of mitigation measures outlined in Chapter IV, Mitigation Measures, all potential significant impacts would be reduced to a less-than-significant level, with the exception of effects on historical and architectural resources: the project would result in a significant, unmitigable impact by demolition of four buildings that are contributory to the Dogpatch Historic District, listed in Article 10 of the Planning Code.

# CHAPTER VI

## ALTERNATIVES TO THE PROPOSED PROJECT

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This chapter identifies alternatives to the proposed project and discusses the environmental impacts associated with each alternative. City decision-makers could adopt any of the following alternatives, if feasible, rather than approving the proposed project.

### A. ALTERNATIVE A: NO PROJECT

#### DESCRIPTION

The No Project Alternative would include no changes to the project site, which would remain in its existing condition, expect for a seismic upgrade to comply with a DBI order of abatement for unreinforced masonry buildings. The brick winery and bottling warehouse buildings would not be altered for adaptive re-use, nor would the four structures located in the northern portion of the site be demolished and replaced with new residential buildings. No new housing or office space would be constructed on the site. Although the buildings on the site would likely remain vacant in the near term, it is possible that the site could be re-occupied in the future, possibly by a comparable residential project. As noted in Section III.A., Land Use, Plans, and Policies, the February 2004 revised draft Central Waterfront plan proposes a mixed-use zoning district for the site that would permit residential, light PDR, office and neighborhood commercial activities.

#### IMPACTS

The No Project Alternative would result in no substantial changes to the project site. Although the buildings are currently vacant, this alternative would not preclude the potential for site to be occupied by an office, industrial or PDR business as allowed under the current M-2 zoning designation, or residential, PDR, office, and commercial uses under the draft Central Waterfront plan, if adopted. Esprit de Corp. clothing company last occupied the site for use as office space and light manufacturing, and it is possible that modifications to the buildings would be required to accommodate a new tenant, depending on the proposed use.

Unless another tenant occupies the site, this alternative would not result in any increase in travel to and from the project site. The No Project Alternative would maintain all existing buildings on the site and would not affect on-site historic resources, thereby avoiding the significant impact of the project, which would demolish four structures that are contributory to the Dogpatch Historic District. Additionally, under this alternative, the visual character of the site would not be altered,



and no new additional shadow would be cast on Esprit Park. The No Project Alternative would maintain the opportunity for a PDR business to occupy the site and would therefore be consistent with the existing M-2 zoning designation; a light PDR use would also be consistent with the proposed Mixed Use Residential zoning designation under the draft Central Waterfront plan.

This alternative would not cause any of the less-than-significant impacts described in the Initial Study, such as incremental increases in operational noise, or incremental increases in on-site population. Additionally, unless the site buildings were altered to accommodate other tenants, there would be no temporary construction impacts, such as noise, dust and construction traffic. Re-occupancy of the site would generate incrementally greater traffic and air pollutant emissions, compared to existing conditions. However, whether such occupancy would occur, and the potential intensity of future use, is speculative at this time.

The No Project Alternative would be environmentally superior to the proposed project, at least over the near term, because it would avoid the environmentally significant impacts of the proposed project (demolition of four structures contributory to the Dogpatch Historic District). However, the No Project Alternative would not meet any of the project sponsor's objectives.

## **B. ALTERNATIVE B: PRESERVATION ALTERNATIVE**

### **DESCRIPTION**

Under the Preservation Alternative, no exterior portions of the C. Schilling Wine Cellars complex would be demolished, and rehabilitation of existing buildings for residential and office use would be undertaken in a modified form. The historic winery and bottling warehouse buildings would be retained and developed as residential uses, as with the proposed project. However, unlike the proposed project, this alternative would not result in removal of the winery building's roof; rather, residential units would be constructed within the existing building, and not within a separate new structure, as is proposed under the project. This alternative would result in approximately 70 residential units, or about one-half of the number of units proposed with the project.

The storage warehouse, shipping room, brandy house and tank building located in the northern portion of the site would also be retained under this alternative, and modified to accommodate limited residential and office use. This alternative, therefore, would avoid the significant impact of the project, which would demolish four structures that are contributory to the Dogpatch Historic District. Existing open space on the site as well as the surface parking lot would be retained.

This alternative would preclude construction of a garage beneath the buildings on the northern part of the site, as proposed with the project, because of the difficulty in excavating beneath the existing buildings, all of which are built on concrete slab foundations that rest on the ground

surface; hence, on-site parking would be limited to the existing outdoor parking lot (approximately 40 spaces<sup>54</sup>) at the north end of the project site.

## IMPACTS

The Preservation Alternative would avoid the less-than-significant impacts of the proposed project resulting from adaptive re-use of the historic winery and bottling warehouse buildings, and the significant impact of the project resulting from demolition and replacement of the four contributory structures located in the northern portion of the site. Similar to the proposed project, alterations to the site under the Preservation Alternative would comply with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

This alternative would result in substantially less floor area than the proposed project, with about half the project's residential units, and therefore would result in substantially fewer vehicle trips than the project. Transportation impacts, therefore, would be less substantial than the proposed project, and would be less than significant, as with the project, although the parking shortfall would be greater (40 parking spaces for 70 units). The amount of new shadow cast on Esprit Park by the alternative would be negligible since there would be no change to the existing buildings located on the northern portion of the site; new shadow would be limited to that cast by roof elements, such as ventilation equipment, and would result in a less-than-significant impact, as would the proposed project. Changes in visual quality would also lessen, compared to the proposed project, as there would be no changes to existing building configuration or size; these impacts, too, would be less than significant, as they would with the project. Land use impacts, although less-than-significant, would remain similar to those under the proposed project because the site would be converted to residential use and would no longer be available for PDR uses.

This alternative would result in a substantial parking shortfall (about 40 spaces for 70 residential units). Although not considered a significant effect under CEQA, this shortfall would result in project residents having to seek on-street parking in the surrounding neighborhood.

Temporary construction impacts associated with the proposed project, such as noise, dust and construction traffic, would still occur under this alternative although to a somewhat lesser extent than the less-than-significant impacts of the proposed project, because less demolition and new construction work would occur; however, the overall effect is likely to be similar to that of the project because the duration of construction would be comparable. Other less-than-significant effects described in the Initial Study related to the intensity of development (e.g., increases in on-site population) would be less intensive than with the proposed project.

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<sup>54</sup> This does not include the parking that is beneath the freeway overpass but outside the project site, as those spaces are in the public right-of-way.



The Preservation Alternative would be environmentally superior to the proposed project, because it would result in fewer and less intensive effects associated with a smaller development and could avoid the significant impact associated with demolition of four structures contributory to the Dogpatch Historic District. However, the Preservation Alternative would not meet or would only partially meet some of the project sponsor's objectives as a result of providing substantially fewer than 142 residential units.

# CHAPTER VII

## DRAFT EIR DISTRIBUTION LIST

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#### **STATE AGENCIES**

Office of Intergovernmental Mgmt.  
State Clearinghouse  
1400 Tenth Street, Room 121  
P.O. Box 3044  
Sacramento, CA 95812-3044

Lucinda Woodward  
State Office of Historic Preservation  
Local Gov and Info Management Unit  
PO Box 942896  
Sacramento, CA 94296-0001

Timothy C. Gable  
District Branch Chief  
Department of Transportation  
111 Grand Avenue  
Oakland, CA 94623-0660

DTSC  
Nina Antonio  
700 Heinz Avenue, Suite 200  
Berkeley, CA 94710-2721

#### **CITY AGENCIES**

San Francisco Planning Comm.  
Attn.: Linda Avery, Secretary  
1660 Mission Street, Suite 500  
San Francisco, CA 94103  
Sue Lee, President  
Dwight S. Alexander, Vice President  
Michael J. Antonini  
Shelley Bradford Bell  
Kevin Hughes  
William L. Lee  
Christina Olague

Daniel LaForte  
Recreation & Park Department  
McLaren Lodge, Golden Gate Park  
501 Stanyan Street  
San Francisco, CA 94117

S.F. Landmarks Pres. Advisory Bd.  
Attn.: Andrea Green, Secretary  
1660 Mission Street, Suite 500  
San Francisco, CA 94103  
Jeremy Kotas, Chair  
Lily Chan  
Robert Cherny  
Ina Dearman  
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Suheil Shatara  
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University of California  
Berkeley, CA 94720

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Government Information Ctr.  
100 Larkin Street  
San Francisco, CA 94102

#### **GROUPS & INDIVIDUALS**

G Bland Platt Associates  
Mrs. Bland Platt  
362 Ewing Terrace  
San Francisco, CA 94118

Charles Chase, Exec. Director  
San Francisco Architectural Heritage  
2007 Franklin St.  
San Francisco, CA 94109

Sue Hestor  
Attorney at Law  
870 Market St #1128  
San Francisco, CA 94102

Margaret McLaughlin  
946 Minnesota Street  
San Francisco, CA 94107

Diane Wong  
UCSF Campus Planning  
3333 California Street, Suite 11  
San Francisco, CA 94143

Rob Anderson  
964 Minnesota Street  
San Francisco, CA 94107

Ruth Erzonoznik  
907 Minnesota Street  
San Francisco, CA 94107

Tim Kelley  
Workplace History Organization  
2912 Diamond Street #330  
San Francisco, CA 94131



## B. DEIR NOTIFICATION DISTRIBUTION

### STATE AGENCIES

Leigh Jordan, Coordinator  
Sonoma State University  
1303 Maurice Avenue  
Rohnert Park, CA 94928

Milford Wayne Donaldson, FAIA, SHPO  
California Dept. of Parks and Recreation  
P.O. Box 942896  
Sacramento, CA 94296-0001

Tim Sable, IGR CEQA Branch  
Office of Transportation Planning - B  
P.O. Box 23660  
Oakland, CA 94623-0660

Dave Flores  
California Energy Commission  
1516 9th Street, Rm. MS40  
Sacramento, CA 95814

### CITY AGENCIES

Amy Lee, Acting Director  
Department of Building Inspection  
1660 Mission Street  
San Francisco, CA 94103

Dwayne Jones, Director  
Mayor's Ofc. of Community Development  
25 Van Ness Ave., Suite 700  
San Francisco, CA 94102

John Deakin, Director  
Hetch Hetchy Water & Power  
1155 Market Street, 4th Floor  
San Francisco, CA 94103

Jesse Blout  
City Hall, Room 448  
1 Dr. Carlton B. Goodlett Place  
San Francisco, CA 94102-4689

Susan Leal  
Public Utilities Commission  
1155 Market Street  
San Francisco, CA 94102

Daniel LaForte  
McLaren Lodge, Golden Gate Park  
501 Stanyan Street  
San Francisco, CA 94117

Capt. Albert Pardini  
Planning Division Hall of Justice  
850 Bryant Street, Room 500  
San Francisco, CA 94103

Svetlana Karasyova  
San Francisco Recreation and Park Dept.  
501 Stanyan Street  
San Francisco, CA 94117-1898

Barbara Moy  
Bureau of Street Use and Mapping  
875 Stevenson Street, Room 465  
San Francisco, CA 94103

Bond M. Yee  
Traffic Engineering Division  
25 Van Ness Avenue  
San Francisco, CA 94102

Paul D. Jones, Asst. Deputy Chief  
Division of Support Services  
698 Second Street, Room 305  
San Francisco, CA 94107-2015

Mario S. Ballard, Captain  
Bureau of Fire Prevention & Investigation  
1660 Mission Street, 2nd Floor  
San Francisco, CA 94103

Peter Straus  
San Francisco MUNI  
1145 Market Street, Suite 402  
San Francisco, CA 94103

Steve Nickerson  
San Francisco MUNI  
875 Stevenson Street, Room 260  
San Francisco, CA 94103

Steve Legnitto  
San Francisco Real Estate Dept.  
25 Van Ness Avenue, 4th floor  
San Francisco, CA 94102

Lucinda Woodward  
Local Gov. and Info. Management Unit  
PO Box 942896  
Sacramento, CA 94296-0001

Laurence Kornfield  
Dept. of Bldg. Inspection  
1660 Mission Street  
San Francisco, CA 94103

Matthew Franklin  
Mayor's Ofc. of Housing  
25 Van Ness Av., Ste 600  
San Francisco, CA 94102

Mark Luellen  
SF Planning Department  
1660 Mission Street, Ste. 500  
San Francisco, CA 94103

Sophie Maxwell  
City Hall Room #244  
1 Dr. Carlton B. Goodlett Place  
San Francisco, CA 94102

### GROUPS & INDIVIDUALS

Bob Jacobvitz  
AIA San Francisco Chapter  
130 Sutter Street  
San Francisco, CA 94104

Chi-Hsin Shao  
CHS Consulting Group  
500 Sutter Street, Suite 216  
San Francisco, CA 94102

James W. Haas  
Civic Pride!  
555 Montgomery Street, Suite 850  
San Francisco, CA 94110

Mary Murphy  
Farella, Braun & Martel  
235 Montgomery Street  
San Francisco, CA 94104

Richard Mayer  
NRG Energy Center  
410 Jessie Street, Suite 702  
San Francisco, CA 94103

John Bardis  
Sunset Action Committee  
1501 Lincoln Way, #503  
San Francisco, CA 94122

Bruce White  
3207 Shelter Cove Avenue  
Davis, CA 95616

Alice Suet Yee Barkley  
Luce Forward, Attorneys at Law  
121 Spear Street Suite 200  
San Francisco, CA 94105

Bay Area Council  
200 Pine Street, Suite 300  
San Francisco, CA 94104-2702

Michael Dyett  
Dyett & Bhatia  
755 Sansome Street, #400  
San Francisco, CA 94111

Georgia Brittan  
San Franciscans for Reasonable Growth  
460 Duncan Street  
San Francisco, CA 94131

Susan R. Diamond  
Morgan, Lewis & Bockius  
One Market Plaza  
San Francisco, CA 94105

Jay Cahill  
Cahill Contractors, Inc.  
425 California Street, Suite 2300  
San Francisco, CA 94104

Carol Lester  
Chicago Title  
388 Market Street, 13th Floor  
San Francisco, CA 94111

Chinatown Resource Center  
1525 Grant Avenue  
San Francisco, CA 94133

Coalition for S.F. Neighborhoods  
P.O. Box 320098  
San Francisco, CA 94132-0098

Ruben Santiago  
P.O. Box 56631  
Hayward, CA 94545

John Vaughan  
Cushman & Wakefield  
1 Maritime Plaza, Suite 900  
San Francisco, CA 94111

John Elberling  
Yerba Buena Consortium  
182 Howard Street, #519  
San Francisco, CA 94105

EIP Associates  
353 Sacramento Street, Suite 1000  
San Francisco, CA 94111

Mary Anne Miller  
San Francisco Tomorrow  
1239 42nd Avenue  
San Francisco, CA 94122

Steven L. Vettel  
Morrison & Foerster, LLP  
425 Market Street  
San Francisco, CA 94105-2482

Vincent Marsh  
Marsh and Associates  
2134 Green Street, No. 3  
San Francisco, CA 94123-4761

Gensler and Associates  
600 California Street  
San Francisco, CA 94103

Richard A. Judd  
1300 Clay Street, 9th Floor  
City Center Plaza  
Oakland, CA 94612-1455

Gerry Katz  
Greenwood Press, Inc.  
P.O. Box 5007  
Westport, CT 06881-5007

Gruen, Gruen & Associates  
564 Howard Street  
San Francisco, CA 94105

Melvin Washington  
Bayview Merchants Association, Inc.  
P.O. Box 24505  
San Francisco, CA 94124

Sally Maxwell  
Maxwell & Associates  
1522 Grand View Drive  
Berkeley, CA 94705

Peter Bass  
Ramsay/Bass Interest  
3756 Grant Avenue, Suite 301  
Oakland, CA 94610

James Reuben  
Reuben and Alter  
235 Pine Street, 16th Floor  
San Francisco, CA 94104

Dennis Purcell  
Coblentz, Patch, Duffy and Bass  
222 Kearny Street, 7th Floor  
San Francisco, CA 94108

Regina Sneed  
National Lawyers Guild  
558 Capp Street  
San Francisco, CA 94110

Jerry Tone  
Montgomery Capital Corp.  
244 California St.  
San Francisco, CA 94111

Larry Mansbach  
Mansbach Associates  
582 Market Street, Suite 217  
San Francisco, CA 94104

Dee Dee Workman  
San Francisco Beautiful  
41 Sutter Street, #709  
San Francisco, CA 94104

Jennifer Clary  
San Francisco Tomorrow  
P.O. Box 1579  
San Francisco, CA 94104

Environmental and Land use Section  
Pillsbury, Winthrop LLP  
50 Fremont Street  
San Francisco, CA 94105

San Francisco Group  
Sierra Club  
85 2nd Street, Floor 2  
San Francisco, CA 94105-3441

Marie Zeller  
Patri Merker Architects  
400 Second Street, Suite 400  
San Francisco, CA 94107

Barbara W. Sahn  
Turnstone Consulting  
330 Townsend Street, Suite 216  
San Francisco, CA 94107

Gabriel Metcalf  
SPUR  
312 Sutter Street  
San Francisco, CA 94108

Jim Ross  
Solem & Associates  
550 Kearny Street  
San Francisco, CA 94108

Walter Johnson  
San Francisco Labor Council  
1188 Franklin Street, #203  
San Francisco, CA 94109

Jan Vargo  
Kaplan/McLaughlin/Diaz  
222 Vallejo Street  
San Francisco, CA 94111

Dave Kremer  
Shartsis Freise & Ginsburg  
One Maritime Plaza, 18th Floor  
San Francisco, CA 94111



John Kriken  
Skidmore, Owings & Merrill, LLP  
444 Market Street, Suite 2400  
San Francisco, CA 94111

Hartmut Gerdes  
Square One Productions  
1736 Stockton Street, Studio 7  
San Francisco, CA 94133

Stanley Warren  
S.F. Building & Const. Trades Council  
150 Executive Park Blvd., Suite 4700  
San Francisco, CA 94134-3341

The Jefferson Company  
10 Lombard Street, 3rd Floor  
San Francisco, CA 94111-1165

Cliff Miller  
89 Walnut Avenue  
Corte Madera, CA 94925-1028

J. Gordon Turnbull  
Page & Turnbull  
724 Pine Street  
San Francisco, CA 94109

Mrs. G. Bland Platt  
362 Ewing Terrace  
San Francisco, CA 94118

David P. Rhoades & Associates  
364 Bush Street  
San Francisco, CA 94104-2805

San Francisco Chamber of Commerce  
235 Montgomery Street, 12th Floor  
San Francisco, CA 94104-2902

John Sanger, Esq.  
1 Embarcadero Center, 12th Floor  
San Francisco, CA 94111

Sedway Group  
505 Montgomery Street, #600  
San Francisco, CA 94111-2552

Robert S. Tandler  
3490 California Street  
San Francisco, CA 94118-1837

Joel Ventresca  
1278 - 44th Avenue  
San Francisco, CA 94122

Jon Twichell Associates  
70 Hermosa Avenue  
Oakland, CA 94618

Stephen Weicker  
899 Pine Street, #1610  
San Francisco, CA 94108

Calvin Welch  
Council of Community Housing  
Organizations  
409 Clayton Street  
San Francisco, CA 94117

Eunice Willette  
1323 Gilman Avenue  
San Francisco, CA 94124

David C. Levy, Esq.  
Morrison & Foerster, LLP  
425 Market Street  
San Francisco, CA 94105-2482

Paul Kollerer/Tom Balestri  
Cahill Construction Services  
1599 Custer Avenue  
San Francisco, CA 94124-1414

Andrew Tuft  
Singer Associates  
140 Second Street, 2nd Floor  
San Francisco, CA 94105

Diane Wong  
UCSF Campus Planning  
3333 California Street, Suite 11  
San Francisco, CA 94143-0286

Dan Cohen  
EDAW  
150 Chestnut Street  
San Francisco, CA 94111

Brett Gladstone  
Gladstone & Associates  
177 Post Street, Penthouse  
San Francisco, CA 94108

Jason Henderson  
S.F. State University  
1600 Holloway Avenue, HSS279  
San Francisco, CA 94132

Linda Mjellem  
Union Square Association  
323 Geary St Ste 408  
San Francisco, CA 94102

Arnie Hollander  
The Lurie Company  
555 California St Ste 1500  
San Francisco, CA 94104

Patrick McGrew  
McGrew/Architects  
582 Market St Ste 908  
San Francisco, CA 94104

J G Turnbull  
Page & Turnbull Inc  
724 Pine Street  
San Francisco, CA 94108

Charles Chase  
San Francisco Architectural Heritage  
2007 Franklin Street  
San Francisco, CA 94109

Debra Stein  
GCA Strategies  
655 Montgomery Street Ste 1700  
San Francisco, CA 94111

Dorice Murphy  
Eureka Valley Trails & Art Network  
175 Yukon Street  
San Francisco, CA 94114

Courtney S. Clarkson  
Pacific Heights Residents Assn.  
3109 Sacramento Street  
San Francisco, CA 94115

Shirley Albright  
Landmarks Council of California  
306 Arguello Blvd Apt 101  
San Francisco, CA 94118

Winchell T Hayward  
Victorian Alliance CA Heritage  
208 Willard North  
San Francisco, CA 94118

Nancy Shanahan  
Telegraph Hill Dwellers  
224 Filbert Street  
San Francisco, CA 94133

California Heritage Council  
PO Box 475046  
San Francisco, CA 94147

F Joseph Butler Architect  
1048 Union St #19  
San Francisco, CA 94133

Western Neighborhoods Project  
PO 460936  
San Francisco, CA 94146-0936

The Art Deco Society of California  
100 Bush Street, Suite 511  
San Francisco, CA 94104

Carey & Co Inc.  
460 Bush Street  
San Francisco, CA 94108

Gerald D Adams  
152 Lombard St #404  
San Francisco, CA 94111-1134

Fort Point & Presidio Hist. Assn.  
PO Box 29163  
San Francisco, CA 94129

David P. Cincotta  
Jeffer Mangels Butler & Marmaro LLP  
Two Embarcadero Center, 5th Floor  
San Francisco, CA 94111

Joseph B. Pecora  
882 Grove Street  
San Francisco, CA 94117

Stewart Morton  
PO Box 641225  
San Francisco, CA 94164-1225

Toby Levine  
1366 Guerrero St  
San Francisco, CA 94110

Katalin Koda  
P.O. Box 14034  
San Francisco, CA 94114-0034

Azalia Merrell  
1015 Pierce Street, #1A  
San Francisco, CA 94115

Sue Hestor  
870 Market St., #1128  
San Francisco, CA 94102

William Rostov  
Commun. for Better Environment  
1611 Telegraph Ave. Ste. 450  
Oakland, CA 94612

Susan Eslick  
Dogpatch Neighborhood Assn.  
P.O. Box 78245  
San Francisco, CA 94107

Hiylard Wiggins  
Housing Conservation & Development  
301 Junipero Serra Blvd., Ste. 240  
San Francisco, CA 94127-2614

Janet Carpinelli  
Lower Potrero Hill Neighbrhd Assn.  
934 Minnesota Street  
San Francisco, CA 94107

Lower Potrero Hill Prop. Own.&Rent  
1116 Tennessee Street  
San Francisco, CA 94107

Dan Billings  
Parkview Heights Association P.U.D  
3 Fontinella Terrace  
San Francisco, CA 94107

Ron Miguel  
Plan. Assoc. for the Richmond  
3145 Geary Blvd., #205  
San Francisco, CA 94118

Richard Tindall  
Potrero Annex/Terrace Association  
1095 Connecticut St.  
San Francisco, CA 94107

Babette Drefke  
Potrero Beautification Group  
701 Kansas Street  
San Francisco, CA 94107

Dick Millet  
Potrero Boosters Neigh. Assn.  
1459 - 18th Street, Suite 133  
San Francisco, CA 94107

Edward Hatter  
Potrero Hill Neighborhood House  
953 DeHaro Street  
San Francisco, CA 94107

Jim Meko  
SOMA Leadership Council  
366 Tenth Street  
San Francisco, CA 94103

Aidan M Collins et al.  
701 Minnesota St #213  
San Francisco, CA 94107-3044

Andrew D Gilkison et al.  
5129 Highland Down Ln  
Salt Lake City, UT 84117-7036

Anne C Widener Trust  
701 Minnesota St #104  
San Francisco, CA 94107-3051

Annie S Stuhlmuller  
701 Minnesota St #223  
San Francisco, CA 94107-3052

Anthony Dominski et al.  
PO Box 880952  
San Francisco, CA 94188-0952

Barbara M Tajima  
701 Minnesota St #203  
San Francisco, CA 94107-3052

Benjamin C Johnson  
535 Arlington Rd  
Redwood City, CA 94062-1840

Bloom Investment Co  
30 Prospect Rd  
Piedmont, CA 94610-1157

Caltrans  
111 Grand Av  
Oakland, CA 94612

Chaney Trust  
701 Minnesota St #227  
San Francisco, CA 94107-3064

Charles M Smith  
701 Minnesota St #115  
San Francisco, CA 94107-3051

Charlie Smith et al.  
200 Bayview Cir  
San Francisco, CA 94124-2275

Christopher B Fruhauf et al.  
701 Minnesota St #215  
San Francisco, CA 94107-3052

Christy A Cote  
701 Minnesota St #110  
San Francisco, CA 94107-3051

David H Siegel et al.  
917 Minnesota St  
San Francisco, CA 94107-3011

David M Thielen  
701 Minnesota St #219  
San Francisco, CA 94107-3052

David Ranalli  
701 Minnesota St #158  
San Francisco, CA 94107-3063

David S Papas  
701 Minnesota St #118  
San Francisco, CA 94107-3051

Dennis K Y Poon et al.  
701 Minnesota St #210  
San Francisco, CA 94107-3052

Ecor-SF Holdings Inc  
900 Minnesota St  
San Francisco, CA 94107



Edmund V Estrella 1008 Tennessee St San Francisco, CA 94107-3016	Jennifer A Baus Trust 701 Minnesota St #209 San Francisco, CA 94107-3052	Margaret A Warlen 915 Minnesota St San Francisco, CA 94107-3011
Ellen Brin et al. 920 Minnesota St San Francisco, CA 94107-3012	Joann Clarien 701 Minnesota St #151 San Francisco, CA 94107-3063	Mariuccia Iaconi 300 Pennsylvania Av San Francisco, CA 94107-2929
Emelia Barbanel 701 Minnesota St #107 San Francisco, CA 94107-3051	John I Ammirati et al. 1127 Bowdoin St San Francisco, CA 94134-1803	Mark E Morrison PO Box 411453 San Francisco, CA 94141-1453
Eriksson Yngve 905 Minnesota St San Francisco, CA 94107-3011	Jorge Castillo 461 2nd St #T255 San Francisco, CA 94107-4111	Mark P Leuthold 701 Minnesota St #153 San Francisco, CA 94107-3063
Frank Kingman Trust 701 Minnesota St #226 San Francisco, CA 94107-3064	Jose Fernandez PO Box 403 Brisbane, CA 94005-0403	Mark S Gordon PO Box 410926 San Francisco, CA 94141-0926
Gregory A Harvey Trs PO Box 1175 Point Reyes Station, CA 94956-1175	Joseph Benga 701 Minnesota St #119 San Francisco, CA 94107-3051	Marlyn Daggett 701 Minnesota St #108 San Francisco, CA 94107-3051
Gregory A J Lindae 236 W Portal Av #19 San Francisco, CA 94127-1423	Karen Ann Baston 903 Minnesota St San Francisco, CA 94107-3011	Michael F Johnson 3425 Saint Deyns St Santa Cruz, CA 95062-5537
Gregory Katz et al. 701 Minnesota St #207 San Francisco, CA 94107-3052	Keith F Packer 4741 18th St San Francisco, CA 94114-1835	Michael J Spain 944 Minnesota St San Francisco, CA 94107-3012
Indranil & Christy Ghosh 701 Minnesota St #106 San Francisco, CA 94107-3051	Kim S Goodell 701 Minnesota St #116 San Francisco, CA 94107-3051	Michael T Woods PO Box 190457 San Francisco, CA 94119-0457
Israel Henry Lee et al. 911 Minnesota St San Francisco, CA 94107-3011	Lenora G Semien 2888 Bush St San Francisco, CA 94115-2905	Michael W Adler 61 Turnberry Rd Half Moon Bay, CA 94019-2604
James D Troy et al. 701 Minnesota St #102 San Francisco, CA 94107-3051	Lorenz J Eisner 2132 Bryant St San Francisco, CA 94110-2128	Miguel E Hermosa et al. 3483 Torino Ct Concord, CA 94518-2235
James V Lee 701 Minnesota St #156 San Francisco, CA 94107-3063	Lori A Tenny 701 Minnesota St #154 San Francisco, CA 94107-3063	Mission Inv Group Land 150 N Myers St Los Angeles, CA 90033-2109
Janet A Carpinelli 934 Minnesota St San Francisco, CA 94107-3012	Lynn Brown 701 Minnesota St #212 San Francisco, CA 94107-3052	Nancy Infrerra 133 Casitas Av San Francisco, CA 94127-1601
Jared Doumani 1006 Tennessee St San Francisco, CA 94107-3016	Lynne E Whitney 701 Minnesota St #113 San Francisco, CA 94107-3051	Nibbi Investments 1433 17th St San Francisco, CA 94107-2411
Jeffrey J Dorsey 701 Minnesota St #216 San Francisco, CA 94107-3052	Marc J Infield 701 Minnesota St #101 San Francisco, CA 94107-3051	Nichole D Krause et al. 701 Minnesota St #117 San Francisco, CA 94107-3051

Paul Ferlito  
455 Poppy Hill Rd  
Watsonville, CA 95076-0321

Peter & J McHugh Trust  
320 Cameron Cir  
San Ramon, CA 94583-2516

Peter B McCandless et al.  
909 Minnesota St  
San Francisco, CA 94107-3011

Petryr Kane Trust  
701 Minnesota St #217  
San Francisco, CA 94107-3052

Philip H Schwartz et al.  
950 Minnesota St  
San Francisco, CA 94107-3012

Phillip Ting et al.  
701 Minnesota St #111  
San Francisco, CA 94107-3051

Randy L Ide  
701 Minnesota St #220  
San Francisco, CA 94107-3052

Raymond E Clemons  
701 Minnesota St #218  
San Francisco, CA 94107-3052

Richards Trust  
1372 Elizabeth Ct  
Walnut Creek, CA 94596-5905

Rob G Matheson et al.  
701 Minnesota St #206  
San Francisco, CA 94107-3052

Robert Anderson Trust  
918 Minnesota St  
San Francisco, CA 94107-3012

Robert B Jobe et al.  
701 Minnesota St #221  
San Francisco, CA 94107-3052

Robert E Borrmann  
2219 Cipriani Bl  
Belmont, CA 94002-1557

Robert Noelke  
2628 3rd St #B  
San Francisco, CA 94107-3115

Ronald M Rabe  
1219 Upper Happy Valley Rd  
Lafayette, CA 94549-2724

Roy A Neyhart Trust  
1042 Tennessee St  
San Francisco, CA 94107-3016

Ruth D Erznosnik  
907 Minnesota St  
San Francisco, CA 94107-3011

S F Opera Scene Shop Inc  
301 Van Ness Av  
San Francisco, CA 94102-4509

Samantha K Smith et al.  
921 Minnesota St  
San Francisco, CA 94107-3011

Scott Springer  
701 Minnesota St #152  
San Francisco, CA 94107-3063

SF Real Estate Dept  
25 Van Ness Av #400  
San Francisco, CA 94102

SFUSD  
135 Van Ness Av  
San Francisco, CA 94102

Shawn Hopwood  
701 Minnesota St #222  
San Francisco, CA 94107-3052

Shelly M Ferrero  
11641 Smith Rd  
Marysville, CA 95901-9501

Shireen L I Perry  
PO Box 100563  
Florence, Sc 29501-0563

Stephen M Griffith  
926 Minnesota St  
San Francisco, CA 94107-3012

Steve M Stock  
701 Minnesota St #224  
San Francisco, CA 94107-3052

Susan M Fitch  
952 - 954 Minnesota St  
San Francisco, CA 94107

Tennessee St Ptnrship  
950 Tennessee St  
San Francisco, CA 94107-3014

Thomas G Keats et al.  
947 Minnesota St  
San Francisco, CA 94107-3011

Todd A Levine  
701 Minnesota St #155  
San Francisco, CA 94107-3063

Victor Eisner et al.  
2132 Bryant St  
San Francisco, CA 94110-2128

Walton K Chang et al.  
1036 Tennessee St  
San Francisco, CA 94107-3016

William C & Shannon Forman  
701 Minnesota St #121  
San Francisco, CA 94107-3051

William C Forman et al.  
PO Box 1679  
Ross, CA 94957-1679

William H Vinacke  
701 Minnesota St #208  
San Francisco, CA 94107-3052

William R Hannapple et al.  
964 Minnesota St  
San Francisco, CA 94107-3012

Yohannes A Mochtar  
701 Minnesota St #205  
San Francisco, CA 94107-3052

## MEDIA

Bill Shiffman  
Associated Press  
303 2nd Street, #680 North  
San Francisco, CA 94107-1366

Gabe Roth  
San Francisco Bay Guardian  
135 Mississippi Street  
San Francisco, CA 94107-2536

San Francisco Business Times  
275 Battery Street, Suite 940  
San Francisco, CA 94111

Patrick Hoge  
San Francisco Chronicle  
901 Mission Street  
San Francisco, CA 94103

Gerald Adams  
San Francisco Chronicle  
901 Mission Street  
San Francisco, CA 94103

John King  
San Francisco Chronicle  
901 Mission Street  
San Francisco, CA 94103



The Sun Reporter  
1791 Bancroft Avenue  
San Francisco, CA 94124-2644

Emily Fancher  
San Francisco Examiner  
450 Mission St., 5th Fl.  
San Francisco, CA 94105

# CHAPTER VIII

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## APPENDICES

### APPENDIX A: Initial Study



# **APPENDIX A**

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## **INITIAL STUDY**



# PLANNING DEPARTMENT

City and County of San Francisco • 1660 Mission Street, Suite 500 • San Francisco, California • 94103-2414

MAIN NUMBER	DIRECTOR'S OFFICE	ZONING ADMINISTRATOR	PLANNING INFORMATION	COMMISSION CALENDAR
(415) 558-6378	PHONE: 558-6411 4TH FLOOR FAX: 558-6426	PHONE: 558-6350 5TH FLOOR FAX: 558-6409	PHONE: 558-6377 MAJOR ENVIRONMENTAL FAX: 558-5991	INFO: 558-6422 INTERNET WEB SITE <a href="http://WWW.SFGOV.ORG/PLANNING">WWW.SFGOV.ORG/PLANNING</a>

To Responsible Agencies, Trustee Agencies, and Interested Parties:

March 5, 2005

**RE: CASE NO. 2004.0027E—900 MINNESOTA STREET  
NOTICE OF PREPARATION OF AN ENVIRONMENTAL IMPACT REPORT**

A Notice of Preparation (NOP) of an Environmental Impact Report (EIR) for the above-referenced project, described below, has been issued by the Planning Department. An Initial Study has also been prepared to provide more detailed information regarding the proposed project and the environmental issues to be considered in the Draft EIR. The NOP/Initial Study is either attached or is available upon request from Art Aguilar, who you may reach at (415) 558-5973 or at the above address. This notice is being sent to you because you have been identified as potentially having an interest in the project or the project area.

**Project Description:** The proposed project is located at the street addresses of 900, 910-12 Minnesota Street and 833 Indiana Street, between 20th and 22nd Streets. The approximately two-acre project site is occupied by six buildings totaling about 144,000 square feet. The existing buildings together make up the C. Schilling & Co. Wine Cellars (Schilling Wine Cellars) complex, which is a contributor to San Francisco's Dogpatch Historic District. Most recently, the site was used as an office, design and distribution facility for Esprit de Corp clothing company. The proposed project would provide 142 residential units, approximately 8,450 gross square feet (gsf) of non-residential space, including residential amenities such as a gym and storage space, approximately 6,900 gsf of office space, and 162 parking spaces in an underground parking area. About 27,000 gsf of on-site open space would be provided, including about 16,500 gsf of new on-site open space. The project sponsor would retain most of the exterior walls of the historic brick winery building, which is located at the southeastern portion of the site and fronts Minnesota Street and construct a new six-story residential building within the perimeter walls. The entire brick bottling warehouse, fronting Indiana Street and located at the southwestern portion of the site, would also be retained for adaptive reuse. The other four wood-frame and concrete buildings, later additions to the Schilling Wine Cellars complex, and the surface parking area, which comprise the northern portion of the project site, would be demolished to accommodate the construction of two new five-story residential buildings.

The project sponsor is requesting approval of a Planned Unit Development (PUD) under Section 304 of the Planning Code, which would require a Conditional Use Authorization by the Planning Commission. The project also would require a Certificate of Appropriateness under Planning Code Article 10 for alterations to, and partial demolition of a contributory resource within a historic district.

The project site is located in an M-2 (Heavy Industrial) Zoning District and a 50-X Height and Bulk District. The site is also located within the Central Waterfront Better Neighborhoods Plan Area, and the Dogpatch Historic District.

As stated in the NOP, the Planning Department has determined that an EIR must be prepared for the proposed project prior to any final decision regarding whether to approve the project. The purpose of the EIR is to provide information about potential significant physical environmental effects of the proposed project, to identify possible ways to minimize the significant effects, and to describe and analyze possible alternatives to the proposed project. Preparation of an NOP or EIR does not indicate a decision by the City to approve or to disapprove the project. However, prior to making any such decision, the decision makers must review and consider the information contained in the EIR.

Comments concerning the scope of the EIR are welcomed. In order for your concerns to be fully considered throughout the environmental review process, we would appreciate receiving them by April 4, 2005. Written comments should be sent to Paul E. Maltzer, Environmental Review Officer, San Francisco Planning Department, 1660 Mission Street, Suite 500, San Francisco, CA 94103.

If you work for an agency that is a Responsible or a Trustee Agency, we need to know the views of your agency as to the scope and content of the environmental information that is relevant to your agency's statutory responsibilities in connection with the proposed project. Your agency may need to use the EIR when considering a permit or other approval for this project. We will also need the name of the contact person for your agency.

If you have questions concerning environmental review of the proposed project, please contact Art Aguilar at 558-5973.



E. MANDATORY FINDINGS OF SIGNIFICANCE      Yes      No      Discussed

- |  |               |               |               |
|--|---------------|---------------|---------------|
| 1) Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or pre-history? | <u>  X  </u>  | <u>      </u> | <u>  X  </u>  |
| 2) Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals?   | <u>      </u> | <u>  X  </u>  | <u>      </u> |
| 3) Does the project have possible environmental effects which are individually limited, but cumulatively considerable? (Analyze in the light of past projects, other current projects, and probable future projects.)  | <u>  X  </u>  | <u>      </u> | <u>  X  </u>  |
| 4) Would the project cause substantial adverse effects on human beings, either directly or indirectly?   | <u>      </u> | <u>  X  </u>  | <u>      </u> |

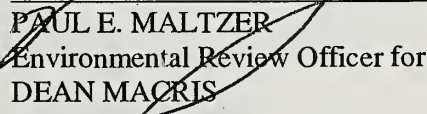
The proposed project could impact a property of historic or cultural significance, which is potentially eligible for the California Register. Additionally, the project would increase residential population on the project site, which would result in increased demand on the local transportation system. The project would also contribute to the loss of land zoned for production, distribution, and repair (PDR) uses, which could result in a cumulatively considerable impact. These potential impacts will be addressed in the EIR.

F. ON THE BASIS OF THIS INITIAL STUDY

- I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared by the Department of City Planning.
- I find that although the proposed project could have a significant effect on the environment, there WILL NOT be a significant effect in this case because the mitigation measures, numbers 1-6, in the discussion have been included as part of the proposed project. A NEGATIVE DECLARATION will be prepared.
- X   I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

March 2, 2005

Date

  
 PAUL E. MALTZER  
 Environmental Review Officer for  
 DEAN MACRIS  
 Director of Planning  
 Planning Department

900 MINNESOTA STREET  
INITIAL STUDY  
2004.0027E

## I. PROJECT DESCRIPTION

### PROPOSED PROJECT

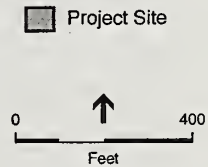
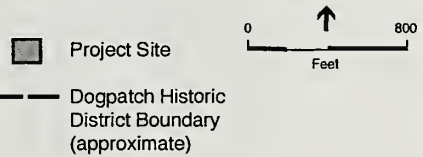
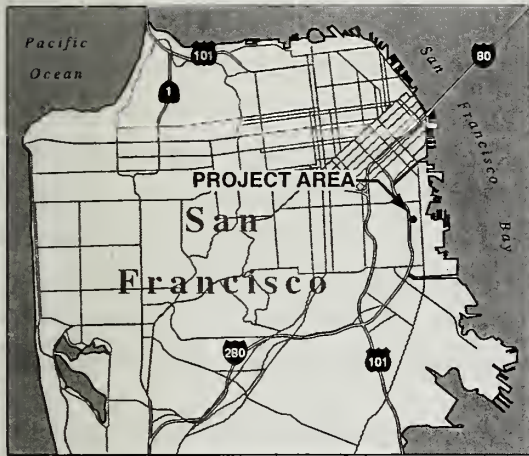
The project sponsor, Build Inc., proposes to develop a mixed-use project, consisting of 142 residential units, approximately 6,900 gross square feet (gsf) of office space, approximately 8,450 gsf of resident-serving space and a 162-space underground parking area on an approximately two-acre site in San Francisco's Central Waterfront district (see Figure 1). The project site occupies the northern half of the 900 block of Minnesota Street, between 20th and 22nd Streets, and is located at the street addresses of 900, 910-12 Minnesota Street and 833 Indiana Street (Assessor's Block 4106; Lots 001A, 002, 021, and 022). The project site is currently occupied by six buildings totaling approximately 144,000 gsf; a surface parking area; and three private gardens and other landscaping providing a combined 10,500 gsf of open space serving the site (see Figure 2). The existing buildings together make up the C. Schilling & Co. Wine Cellars (Schilling Wine Cellars) complex, which is a contributor to San Francisco's Dogpatch Historic District.

The on-site buildings include two large brick structures, the winery (900 Minnesota Street, Building A on Figure 2) and the bottling warehouse (833 Indiana Street, Building B), as well as the wood or concrete shipping room, storage warehouse, tank building and brandy house (together, 900 Minnesota Street). The project site also includes a residentially zoned lot (Lot 002), addressed 910-12 Minnesota Street, that serves as private open space for the complex. There are multiple pedestrian access points to the project site along Minnesota and Indiana Streets and 20th Street, and one driveway along Minnesota Street to the surface parking area. Due to grading of the project site at various times prior to construction of the existing buildings, the site slopes downhill to the south and west, resulting in the west elevation on Indiana Street being one story higher than the Minnesota Street façade.

The project site is located in the M-2 (Heavy Industrial) Use District and a 50-X Height and Bulk District (50-foot maximum height limit, no bulk limit). The site is also located within the Central Waterfront Better Neighborhoods Plan Area. The project site is situated in an area zoned largely for M-2, however zoning designations for the blocks to the immediate north, south and southeast of the project site are comprised of residential, neighborhood commercial and public zoning districts (RH-3, NC-2 and P, respectively). The areas adjacent to the project site are also within the 50-X Height and Bulk District, with the height and bulk designations changing two to four blocks beyond the project site.

The C. Schilling & Co. and successor firms occupied the project site until 1971. In 1972, it was purchased by the Esprit de Corp. clothing company for use as corporate offices. Esprit occupied the project site until 2003, and since then, the site has been vacant.

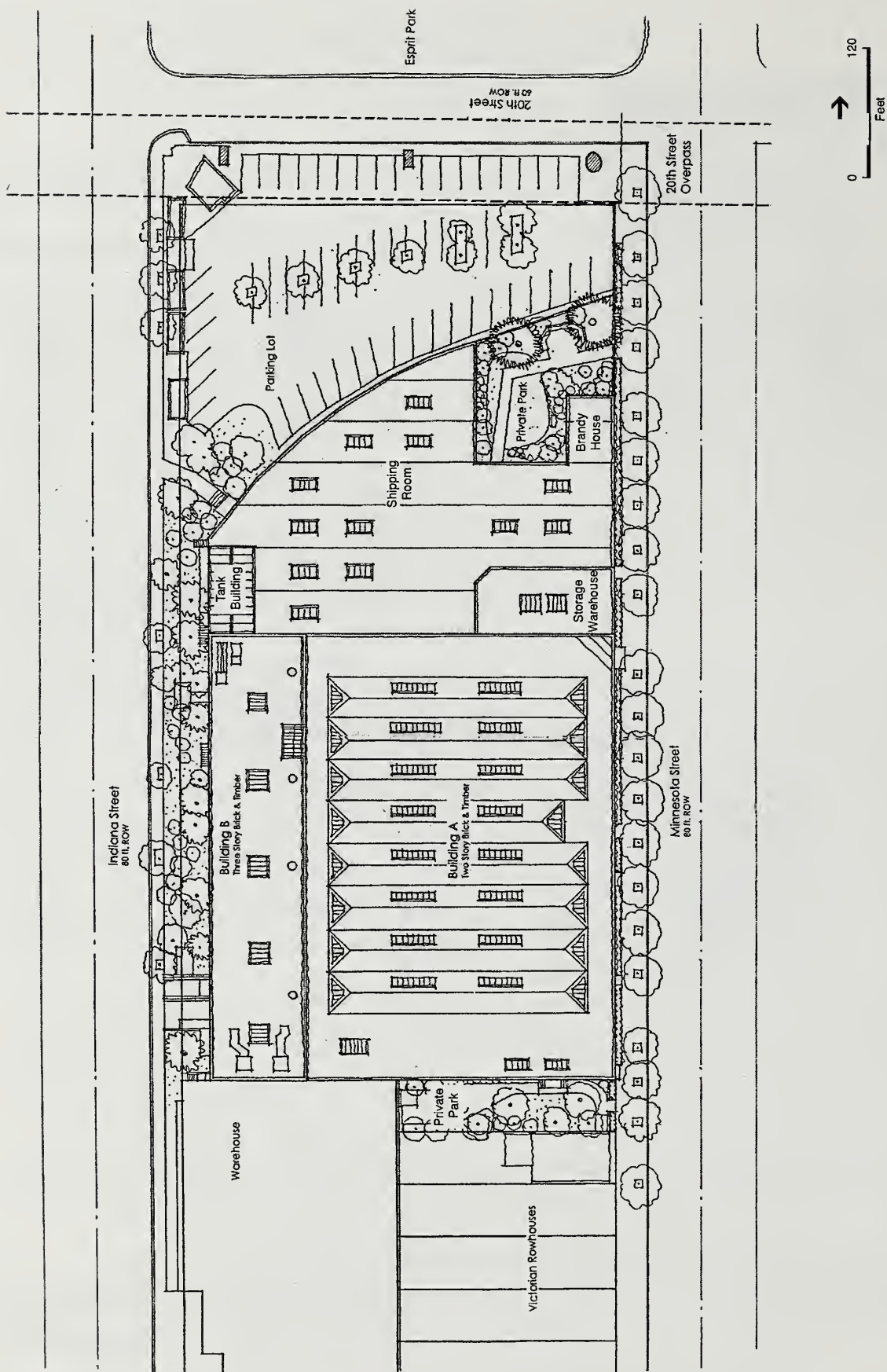




SOURCE: Environmental Science Associates

Case No. 2004.0027E: 900 Minnesota Street / 204161 ■

**Figure 1**  
Project Location





The winery and bottling warehouse buildings, designed in an industrial-functional style known as the Nineteenth Century Commercial Style, are the oldest and most architecturally significant parts of the complex. The winery building, constructed in 1906, is a two-story brick and timber structure with a basement below, although due to the grade change across the site, the basement level of the winery is partially above grade on Minnesota Street. The former winery building occupies most of the site's Minnesota Street frontage, and most recently housed corporate offices of the Esprit de Corp. clothing company and an employee café. The interior of the winery building was destroyed in a 1976 fire and subsequently reconstructed in a similar style as the original, with heavy wooden post and timber framing. The bottling warehouse, constructed in 1912 as an extension to the winery, is located west of the winery and extends up to three stories; the two buildings share a common wall where they adjoin one another. The bottling warehouse also contained Esprit offices and a company gymnasium.

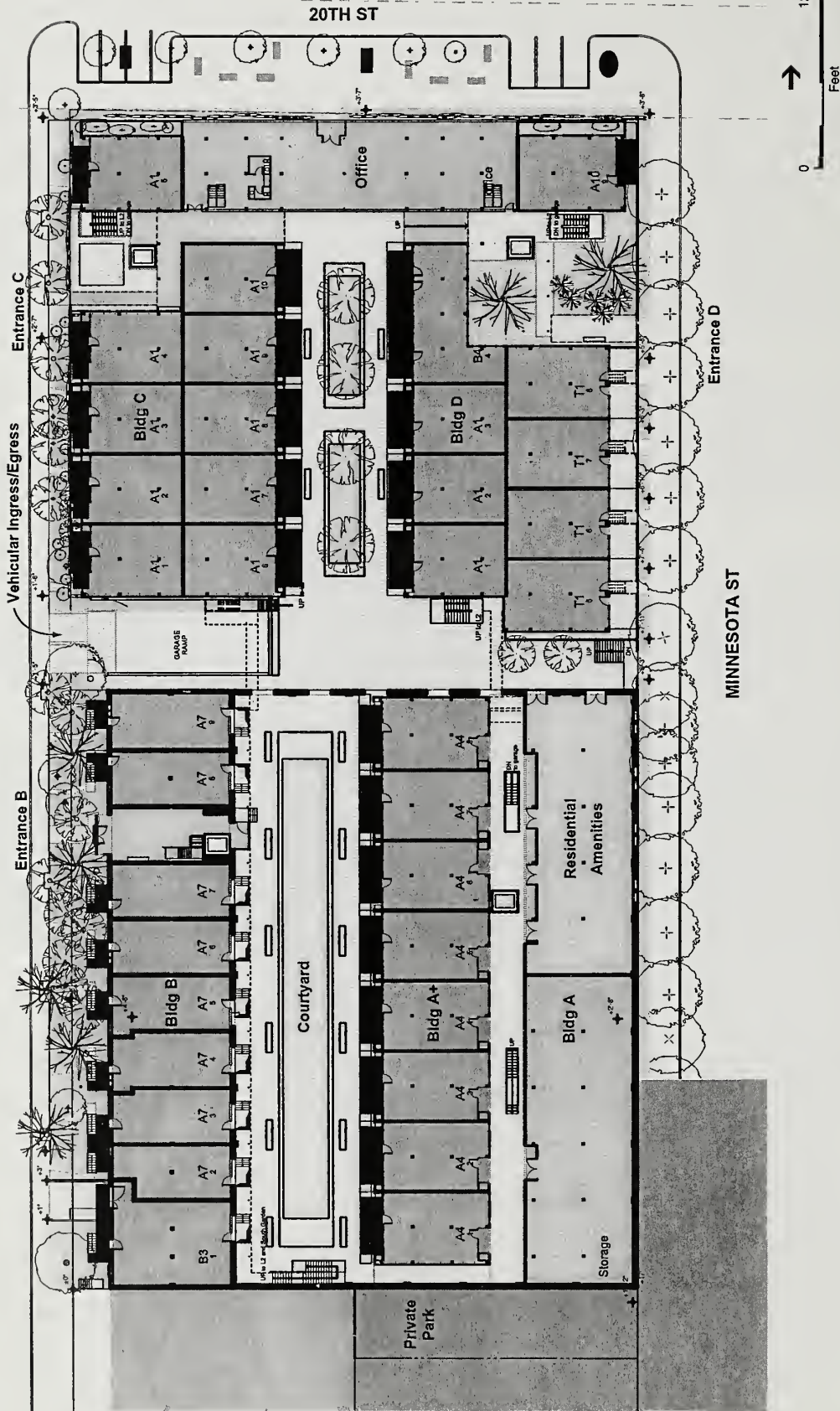
The shipping room, storage warehouse, and brandy house are lightweight wood frame structures, located north of the winery and bottling warehouse and constructed between 1912 and 1949. Esprit used these buildings variously for offices, manufacturing, and clothing design. The tank building is a concrete structure built in 1941; Esprit added a rooftop solarium in 1984 and used this building as a kitchen and for storage.

The project sponsor proposes 142 residential units, a 162-space underground parking garage, 6,900 gsf of office space, 8,450 of residential support space, and approximately 27,000 gsf of private open space, all of which would be developed through a combination of the reuse of selected buildings, building demolition and new construction.

The project would retain and renovate the bottling warehouse (Building B), retain most exterior walls of the winery building (Building A); and construct a new steel-frame structure (identified as Building A+ on the proposed site plan, Figure 3) within the perimeter walls of the winery building. The project would demolish the four structures on the northern portion of the site, including the shipping room, storage warehouse, tank building and brandy house, as well as the existing surface parking lot to construct two new buildings north of the winery and bottling warehouse buildings (see Figure 4). Buildings A and B would both undergo seismic strengthening.

In the winery building (Building A), the project would demolish the roof and interior, construct a portion of the parking garage in a new subsurface level. The eastern approximately one-third of the winery building would then be reconstructed, largely from existing timber framing, to accommodate about 8,450 gsf for project resident amenities such as a fitness room and storage space on the podium level (above parking), and constructing 10 one-bedroom residential units on the second floor. Exterior walls would be seismically strengthened and retained, with the possible exception of the north wall (not currently visible behind the existing storage warehouse and shipping room), which would be dismantled to allow excavation and construction of the basement parking garage, and which may or may not be reconstructed in place. Within the exterior walls, a new six-story, approximately 50-foot-tall (measured

INDIANA ST



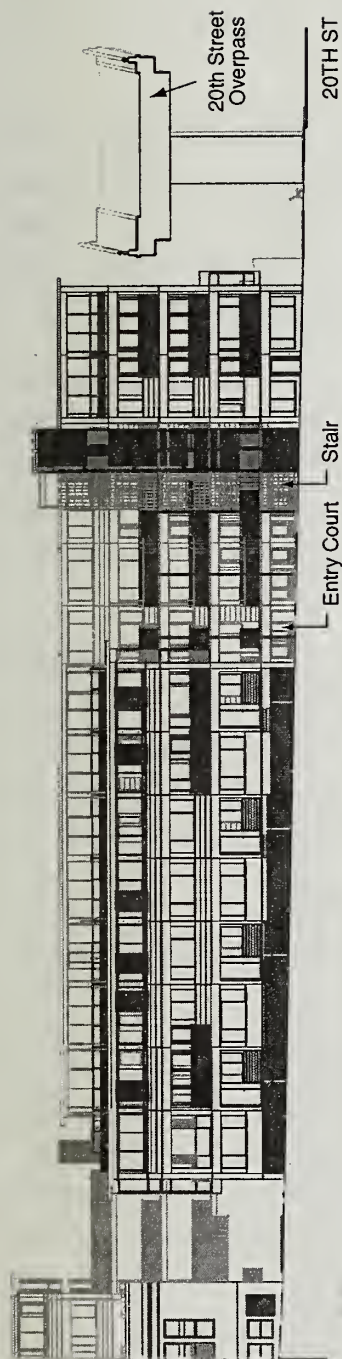
Case No. 2004.0027E: 900 Minnesota Street / 204161

Figure 3

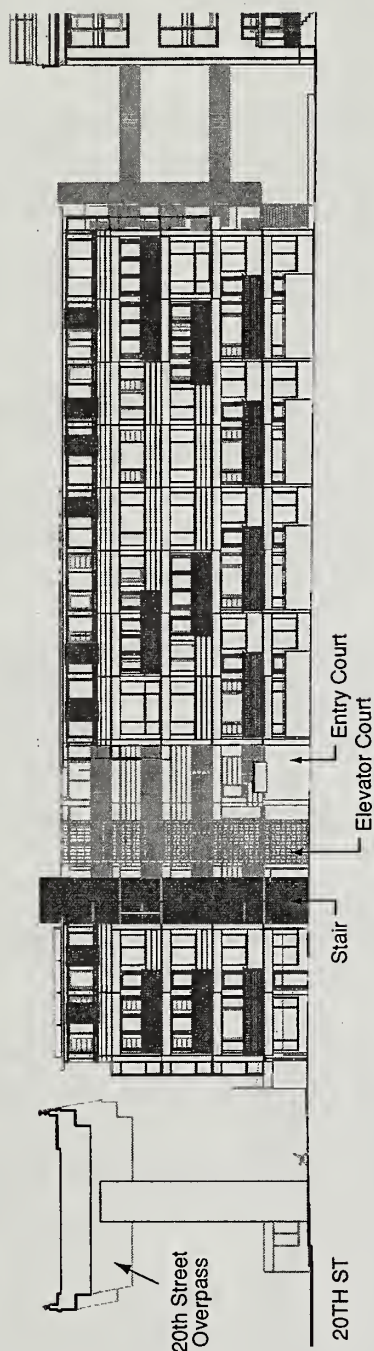
Project Site: Ground Floor

SOURCE: Jon Worden Architects, Inc.

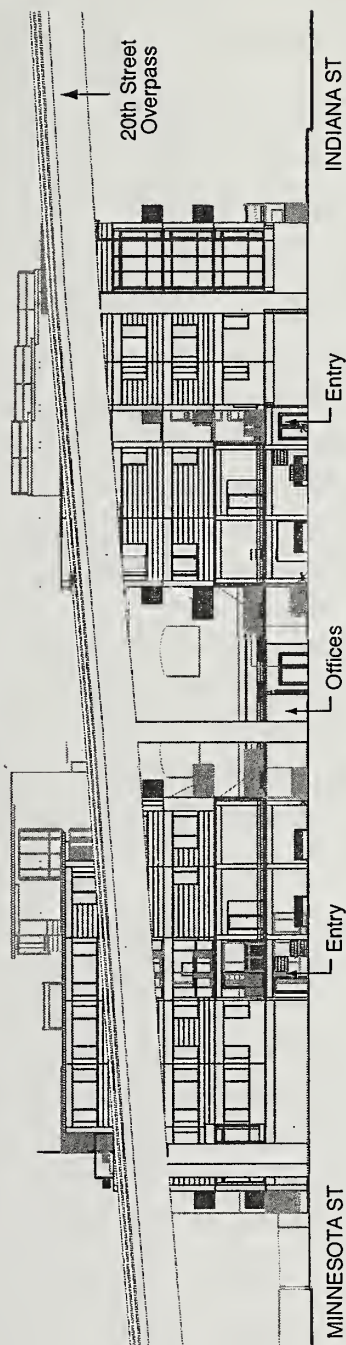




**Bldg D -  
Minnesota St. Elevation**



**Bldg C -  
Indiana St. Elevation**



**Esprit Park Elevation**

Case No. 2004.0027E: 900 Minnesota Street / 204161 ■

SOURCE: Jon Worden Architects, Inc.

**Figure 4**  
Street Elevations

in accordance with the Planning Code), steel-frame residential building containing 32 one-bedroom dwelling units and 8 two-bedroom units would occupy the central portion of the winery building footprint, while in the western third, adjacent to the historic bottling warehouse (Building B), an outdoor courtyard, open to the sky, would be developed.

The project would alter the Minnesota Street frontage of the former winery building (Building A) by replacing the existing windows to restore the historic window pattern and type, and also would relocate the building entry to its historic location which fits into the restored window pattern (see Figure 5). The other facades of the building are not generally visible, obscured by the later wood-frame addition to the north, the bottling warehouse to the west, and existing buildings and a private garden to the south.

The bottling warehouse structure (Building B) fronting Indiana Street would also be renovated as part of the proposed project to include 29 primarily two-bedroom residential units. The project would not alter the existing height of Building B, which is legally non-complying at 56 feet.<sup>1</sup> Alterations to the building exterior would include the removal of the fire escapes. New windows similar in design to and consistent with the existing window grid, a new front entry, and nine private stoops for the first floor of the two-bedroom units would be added to the building façade (see Figure 6).

On the northern portion of the site, the project would demolish the shipping room, storage warehouse, brandy house and tank building, demolish the surface parking lot, and construct 63 new one- and two-bedroom residential units in two five-story, 50-foot-tall buildings (Buildings C and D) arrayed around a new T-shaped central courtyard. On the ground and second floors of Buildings C and D, approximately 6,900 gsf of office space that would be used by Build, Inc., the project sponsor, is proposed.

The project proposes 142 dwelling units, including 79 one-bedroom units, 55 two-bedroom units and 8 three bedroom units. Many of the units would also include a loft.

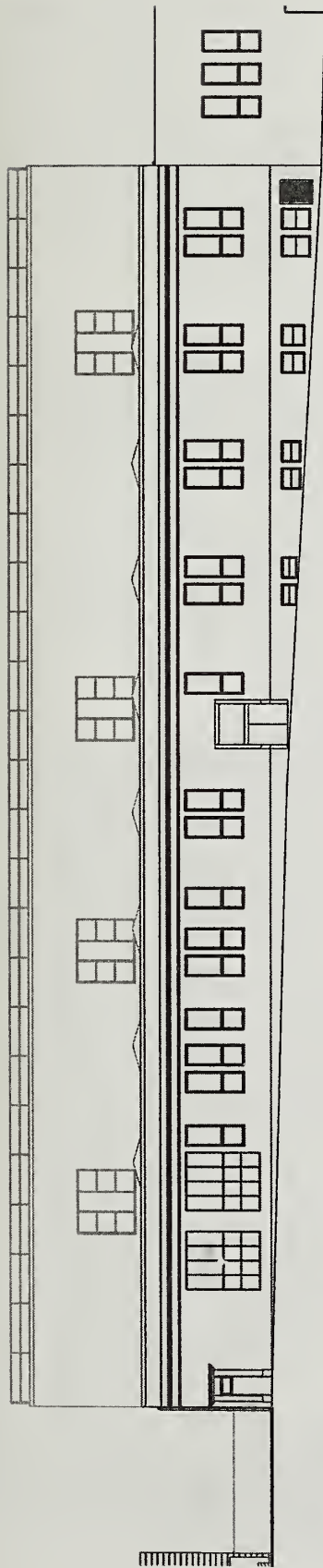
The project sponsor would also retain the existing 2,500 gsf private garden located on the southeast boundary of the site and most of the 4,000 gsf of landscaped open space along the Indiana Street frontage. The existing 4,000 gsf of private garden space located south of the current surface parking area would be reduced to about 1,800 gsf and integrated into the new interior courtyard covering about 20,500 gsf of the project site. About one-third of the new courtyard would be landscaped or otherwise planted, with the remainder consisting of pathways and hardscape.

The proposed 162-space underground parking area, including bicycle storage space and garbage and recycling bins, would extend under most of the project site (see Figure 7). Vehicular access to and from the parking area would be located on Indiana Street, approximately 110 feet south of the Indiana Street and 20th Street intersection. Pedestrian access to the parking garage would be provided via four

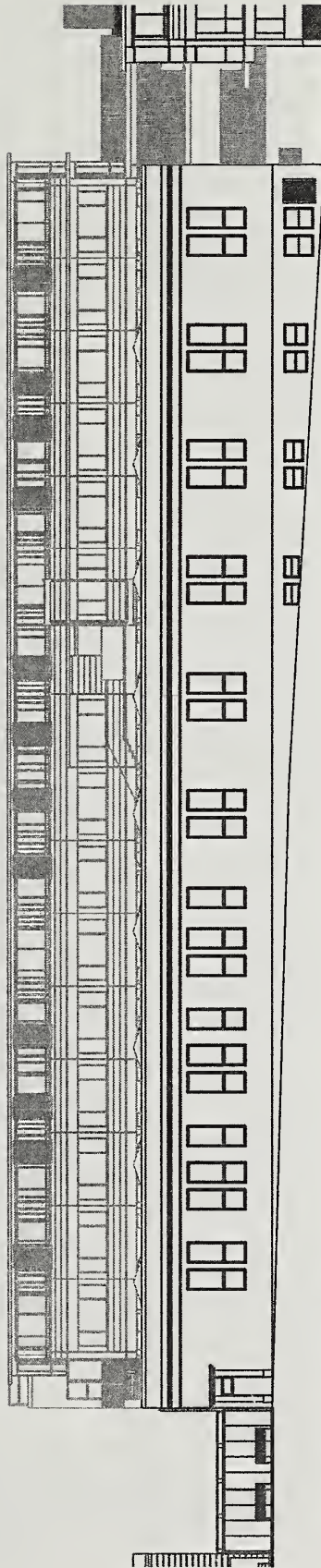
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<sup>1</sup> Rooftop stair enclosures would be added to permit access to new roof decks; these enclosures are not counted as part of building height (Planning Code Sec. 260(b)(1)(B)).

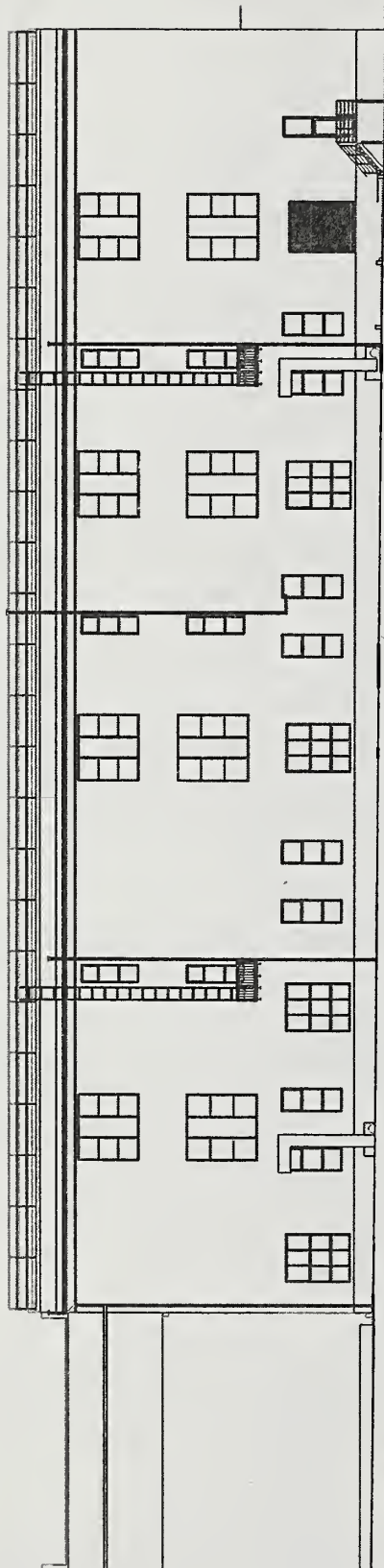




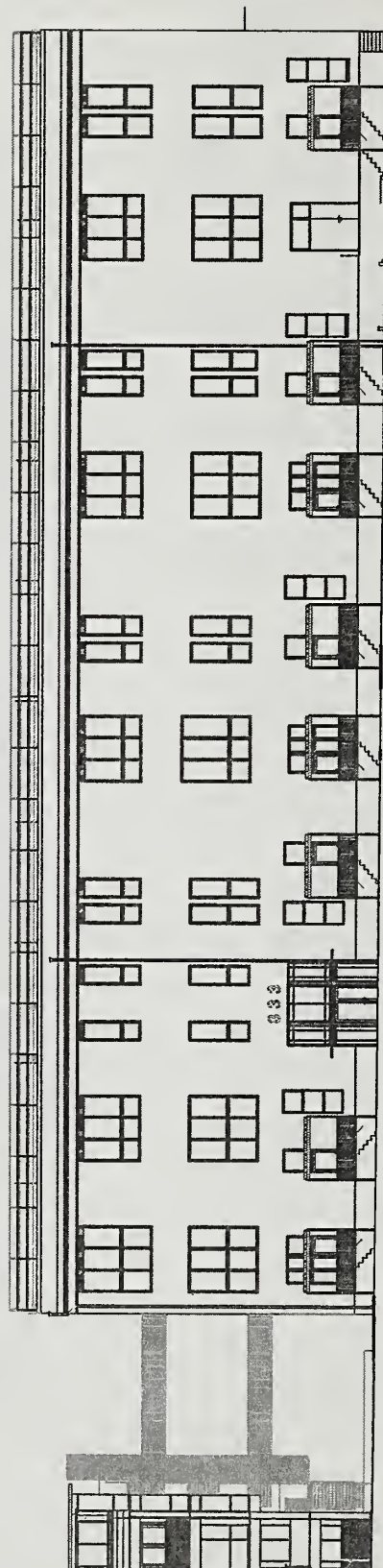
Minnesota St. Elevation - Existing



Minnesota St. Elevation - Proposed



Indiana St. Elevation - Existing



Indiana St. Elevation - Proposed

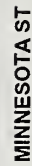
SOURCE: Jon Worden Architects, Inc.

Case No. 2004.0027E: 900 Minnesota Street / 204161 ■

# Figure 6

Elevations: Bottling Warehouse (Building B)





## 162 Parking Spaces

A horizontal scale bar with a vertical line at the left end. The word "Feet" is written vertically to the right of the bar. The number "0" is at the left end, and "50" is at the right end. An arrow points to the right above the bar.

**Figure 7**  
Parking Level (Basement)

staircases and elevators to the residential buildings and interior courtyards. The average depth of excavation required for the underground parking area would be about 11 feet, although there would be variation due to the existing topography of the site, and the approximate volume of excavated materials would be about 28,000 cubic yards.

Project demolition and construction would occur in three phases over approximately 19 months. The first phase would occur over two to four weeks and includes demolition of the four structures in the northern portion of the project site and complete disassembly and reconstruction of the interior of the winery building. The second phase would include grading and excavation activity and is expected to take about three months. The third phase, including the construction of building foundations through project completion, is expected to take about 15 months. The project architect is Jon Worden Architects of Healdsburg.

## PROJECT SETTING

As shown in Figure 1, p. 2, the two-acre project site is located in the Dogpatch neighborhood, a small residential enclave within the Central Waterfront area of San Francisco. The Central Waterfront covers the City's eastern shoreline between China Basin and Islais Creek and adjacent inland areas. The Central Waterfront is characterized by an eclectic mix of land uses. The area retains its historic industrial, maritime, and residential uses, in addition to the later introduction of a mix of small manufacturing firms, graphic designers, set shops, film production studios, and other activities in the 1980s and 1990s. More recently, new residential development has been occurring in the project vicinity, generally in the form of live/work units.

The project site is surrounded by a mix of residential and non-residential land uses. Non-residential uses include production, distribution, and repair (PDR) uses such as wholesalers, trucking companies, food distributors, set shops, and warehouses; the San Francisco Municipal Railway (MUNI) Woods bus yard; to the south of the site; Interstate 280 to the west of the site; and the two-acre publicly owned Esprit Park, under the jurisdiction of the Recreation and Park Department to the north of the site. Residential uses in the area include multiple- and single- family residences.

The project site is within the boundaries of the locally designated Dogpatch Historic District, which is subject to Article 10 – Preservation of Historical Architectural and Aesthetic Landmarks of the San Francisco Planning Code under Appendix L, Dogpatch Historic District.

The Dogpatch Historic District is an approximately nine-block enclave of industrial workers' housing and industrial buildings located east of Potrero Hill. The district is generally bound by Mariposa Street to the north, Tubbs Street (just north of 23rd Street) to the south, Third Street to the east and Indiana Street to the west. Although predominantly residential, the Dogpatch Historic District has several industrial, commercial and civic buildings interspersed amongst the flats and cottages. The bulk of the buildings within the historic district boundaries were constructed between 1870 and 1930.



## APPROVALS REQUIRED

As described above, the project site is within an M-2 Use District. The project's 6,900 gsf of office space and its accessory parking use would be permitted in the M-2 zoning district and the residential uses would be allowable with a conditional use authorization, pursuant to Planning Code Section 303.

The project site is within a 50-X Height and Bulk District (50-foot maximum height limit, no bulk limit). The new construction (Buildings C and D on the north end of the project site and Building A+ within the existing historic winery building) would be approximately 50 feet in height. With exception of the 56-foot-tall bottling warehouse building (Building B), a legally non-complying structure, having been built prior to the enactment of the current 50-foot height limit, the project buildings would not exceed 50 feet in height, measured in accordance with the Planning Code. Because the project would not affect the height of Building B (measured according to the Planning Code), the project would comply with the Height and Bulk designation for the site.

The project sponsor is requesting approval of a Planned Unit Development (PUD) under Section 304 of the Planning Code, which requires conditional use authorization from the Planning Commission, pursuant to Section 303 of the Planning Code. A PUD allows for development of sites of considerable size (greater than one-half acre) as an integrated unit and permits well-reasoned modifications of certain provisions of the Planning Code such as parking, open space, rear yard, and bulk standards. As a part of the PUD application, the project sponsor proposes to meet the rear yard requirement through the provision of 27,000 gsf of usable common open space, generally located in interior courtyards, rather than in a single rear yard. The project sponsor would also request an exemption, as part of the PUD, for the off-street loading requirement and will instead seek one or more curb loading spaces from the Department of Parking and Traffic. The EIR will evaluate the potential for the project to generate new shadow on Esprit Park. If the proposed project results in the new shadow on Esprit Park between one hour after sunrise and one hour before sunset, the Planning Commission and Recreation and Park Commission would determine whether or not the new shadow would significantly impact use of the park. If so, the project would need to be modified to eliminate any such significant impact, pursuant to Planning Code Section 295.

The project would require a Certificate of Appropriateness, as specified in Planning Code Section 1006, for demolition and exterior alterations to contributory buildings within a historic district. The Landmarks Preservation Advisory Board would review the request for a Certificate of Appropriateness and make its recommendation to the Planning Department and Commission. The project would also require building permits, which would require review and approval by the Planning Department and Department of Building Inspection, and a lot line adjustment from the Department of Public Works.

## II. SUMMARY OF POTENTIAL ENVIRONMENTAL EFFECTS

### EFFECTS FOUND TO BE POTENTIALLY SIGNIFICANT

The proposed project has been evaluated to determine whether it would result in significant environmental impacts. The project could have a significant effect on Cultural Resources, because it would result in the alteration and partial demolition of the Schilling Wine Cellars complex, which has been determined contributory to the Dogpatch Historic District. The project could also have a significant effect on Transportation/Circulation because the project would increase the demand on local transportation systems. Additionally, the project could cast new shadow on Esprit Park, a Recreation and Park Department property subject to Section 295 of the Planning Code. The project could also have a significant impact with respect to Land Use because the conversion of the site to residential uses would contribute to a loss of land zoned for production, distribution, and repair (PDR) uses. Finally, the project would affect views of the site due to the proposed demolition and new construction. Historic architectural resources, transportation/circulation, shadow, visual quality, and land use issues will, therefore, be analyzed in the EIR.

### EFFECTS FOUND NOT TO BE SIGNIFICANT

All other items in the following Initial Study Environmental Evaluation Checklist have been checked "No," indicating that Planning Department staff has determined that the proposed project could not have a significant adverse effect on the environment other than for Cultural Resources, Transportation/Circulation, Shadow, Visual Quality, and Land Use. Several of the other checklist items have been checked "Discussed," indicating that the Initial Study text includes discussion about those particular issues. For all of the items checked "No" without a discussion, the conclusions regarding potential significant adverse environmental effects are based on field observation, staff experience and expertise on similar projects, and/or standard reference material available within the Planning Department. For each checklist item, staff considered both the individual and cumulative impacts of the proposed project.

The following potential impacts were determined either to be insignificant or to be mitigated to a less-than-significant level through measures included in the project. These items are discussed in Section III below, and require no further environmental analysis in the EIR: population, noise, air quality (including wind), utilities/public services, biology, geology/topography, water, energy, and hazards.



### III. ENVIRONMENTAL EVALUATION CHECKLIST AND DISCUSSION

A. COMPATIBILITY WITH EXISTING ZONING AND PLANS	Not	
	<u>Discussed</u>	<u>Applicable</u>
1) Discuss any variances, special authorizations, or changes proposed to the Planning Code or Zoning Map, if applicable.	<u>X</u>	<u>          </u>
2) Discuss any conflicts with any adopted environmental plans and goals of the City or Region, if applicable.	<u>X</u>	<u>          </u>

The San Francisco Planning Code implements the San Francisco General Plan, and governs permitted uses, densities and configuration of buildings within San Francisco. The Code incorporates by reference the City Zoning Maps. Permits to construct new buildings or to alter or demolish existing ones may not be issued unless the proposed project conforms to the Code or an exception is granted pursuant to provisions of the Code. Approval of the proposed project would result in intensification of development on the now vacant site, the specific impacts of which are discussed below under the relevant topic heading(s).

The project site is in the M-2 (Heavy Industrial) Use District. Within the M-2 Use District, office uses and accessory parking are permitted as principal uses, and residential uses are subject to approval by the City Planning Commission as a conditional use as provided in Section 303 of the Planning Code. Also subject to conditional use authorization by the Planning Commission is the approval of a Planned Unit Development (PUD) for the site. The PUD allows development of the site as an integrated unit, and also allows for modifications of certain provisions in the Planning Code. As part of the PUD application, the project sponsor is requesting an exemption for the off-street loading requirement and approval to provide common open space in a alternate configuration rather than in a single rear yard.

The project site is within a 50-X Height and Bulk District (50-foot maximum height limit, no bulk limit). The proposed project would result in construction of two new five-story, approximately 50-foot-tall buildings at the northern portion of the site, and construction of a new, approximately 50-foot-tall building within the existing perimeter walls of Building A, the historic winery. These new buildings would not exceed 50 feet in height, measured according to the Planning Code, and thus would be consistent with the height limit. The bottling warehouse (Building B) on the site is a legally non-complying structure of approximately 56 feet in height and the building's height would not be altered by the project.

Section 151 of the Planning Code requires one parking space for each residential unit, and requires one parking space per 500 square feet of occupied floor area for office space. The proposed project would provide 162 parking spaces: 148 residential spaces for the 142 residential units, thus exceeding the Planning Code requirement, and 14 spaces for the office use, which would meet the Planning Code requirement. Because the number of residential parking spaces would not exceed 1.5 times the required number, the proposed parking would be permitted without conditional use authorization (Planning Code Sec. 204.5(c)). Thus, the project would comply with Planning Code Section 151. With about 236,760 gsf

of residential floor area, two off-street loading spaces would be required under Section 152 of the Planning Code. The project sponsor would seek approval from the Department of Parking and Traffic for curbside loading and would seek an exception to the off-street loading requirement as part of the PUD approval.

The project would meet the Planning Code requirement for on-site open space. In the M-2 Use District, the Code (Sec. 135(d)) requires 36 square feet of private open space per dwelling unit; common open space may satisfy all or part of the requirement, at a rate of approximately 1.33 times the private open space requirement, or 48 gsf per unit, for a total requirement of approximately 6,816 gsf. As noted above, the project would retain the existing 2,500 gsf private park located on the southeast boundary of the site and most of the 4,000 gsf of open space along the Indiana Street frontage. The existing 4,000 gsf of interior private park space located south of the current surface parking area would be reduced to about 1,800 gsf and integrated into a new interior park plaza. In total, the project would provide approximately 27,000 gsf of common open space, and would exceed the open space requirements of the Planning Code. The project site is a contributor to the Dogpatch Historic District. The Dogpatch Historic District is subject to Article 10 – Preservation of Historical Architectural and Aesthetic Landmarks of the San Francisco Planning Code under Appendix L, Dogpatch Historic District, and the project would therefore require a Certificate of Appropriateness pursuant to Planning Code Section 1006 for the partial demolition and alteration of the existing Schilling Wine Cellars complex.

Environmental plans and policies, like the *Bay Area 2000 Clean Air Plan*, directly address physical environmental issues and/or contain standards or targets that must be met in order to preserve or improve specific components of the City's physical environment. The proposed project would not obviously or substantially conflict with any such adopted environmental plan or policy.

The San Francisco General Plan provides general policies and objectives to guide land use decisions; containing some policies relating to physical environmental issues. The project site is within the area covered by the Central Waterfront Plan, an area plan contained in the San Francisco General Plan. The draft Central Waterfront Neighborhood Plan would amend the existing plan for the project area and vicinity. The proposed project would conform to the proposed land use designation, Mixed Use Residential, of the draft Central Waterfront Neighborhood Plan. The EIR will discuss in detail the Central Waterfront Plan and the proposed new plan. In general, however, potential conflicts with the General Plan are considered by decision makers independently of the environmental review process, as part of the decision whether to approve or disapprove a proposed project. Potential conflict not identified here could be considered in that context, and would not alter the physical environmental effects of the proposed project.

In 1986, the voters of San Francisco passed Proposition M, the Accountable Planning Initiative, which added Section 101.1 to the City Planning Code to establish eight Priority Policies. These policies are: preservation and enhancement of neighborhood-serving retail uses; protection of neighborhood character; preservation and enhancement of affordable housing; discouragement of commuter automobiles;



protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; maximization of earthquake preparedness; landmark and historic building preservation; and protection of open space. Prior to issuing a permit for any project which requires an Initial Study under the California Environmental Quality Act (CEQA), or adopting any zoning ordinance or development agreement, the City is required to find that the proposed project or legislation is consistent with the Priority Policies. The Planning Commission motions for the proposed conditional use authorization and the Certificate of Appropriateness would each contain the analysis determining whether the project is in conformance with the Priority Policies.

## B. ENVIRONMENTAL EFFECTS

1) <u>Land Use</u> – Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Disrupt or divide the physical arrangement of an established community?	<u>          </u>	<u>  X  </u>	<u>  X  </u>
(b) Have any substantial impact upon the existing character of the vicinity?	<u>          To be Determined          </u>		

The project site consists of the six buildings originally constructed for Schilling Wine Cellars, a surface parking area, and private park space providing a combined 10,500 gsf of open space (see Figure 2, p. 3). The Schilling Wine Cellars and successor companies occupied the site between 1906 and 1960. A trucking company then occupied the site for several years in the 1960s. Subsequently, the site was converted into an office and distribution facility and occupied by Esprit de Corp. between 1972 and 2003. The project site is currently vacant.

The project site is located within the Dogpatch Historic District, an approximately nine-block enclave of industrial workers' housing and industrial buildings located east of Potrero Hill in the Central Waterfront district. The historic district and the Central Waterfront in general are characterized by an eclectic mix of land uses. The area retains its historic industrial, maritime, and residential uses, in addition to the introduction in the 1980s and 1990s of a mix of small manufacturing firms, graphic designers, film production studios, and other activities. More recently, new residential development has been occurring in the project vicinity, generally in the form of live/work buildings.

The immediate project vicinity consists of a mix of residential and non-residential land uses. Non-residential uses include production, distribution, and repair (PDR) uses such as wholesalers, trucking companies, food distributors, set shops, and warehouses and other and light industrial uses. Residential uses include multiple- and single- family residences and live/work units. Immediately north of the site, on the opposite side of 20th Street, is Esprit Park. To the east of the site, land use is also mixed, consisting of a print shop and residential live/work uses. Immediately south of the site are residential uses. The San Francisco Municipal Railway (MUNI) Woods bus yard one block to the south of the site

and Interstate 280 one block to the west of the site, are in the project vicinity, but not adjacent to the project's boundaries.

The proposed project is the adaptive reuse of the existing Schilling Wine Cellars complex from office and distribution functions to include 142 residential units, 162 parking spaces, and about 6,900 gsf of office space. The project would contribute additional residential units to an existing mixed-use neighborhood, although at a higher density than most existing residential uses. The project would not disrupt or divide the neighborhood, but would introduce uses on the site that would be consistent with existing uses in the project vicinity. Therefore, in terms of land use, the project would not disrupt or divide the physical arrangement of the community. Cumulative land use impacts related to the conversion of PDR uses on the project site will be discussed in the EIR as will other land use topics for informational purposes.

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2) <b><u>Visual Quality</u></b> – Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Have a substantial, demonstrable negative aesthetic effect?	<u>To be Determined</u>		
(b) Substantially degrade or obstruct any scenic view or vista now observed from public areas?	<u>To be Determined</u>		
(c) Generate obtrusive light or glare substantially impacting other properties?	<u>      </u>	<u>  X  </u>	<u>  X  </u>

The proposed project would alter the existing visual character of the site by demolishing three existing one- and two-story buildings and a surface parking area, and constructing four new multi-story buildings up to 50 feet in height, as measured in accordance with the Planning Code. Visual quality and urban design are subjective; nevertheless, the EIR will discuss the project design and its compatibility with the character of the existing environment.

The project site would be more noticeable at night than with existing conditions because the on-site buildings are currently vacant and the project would introduce residential lighting to the site. Exterior residential lighting at building entryways would be positioned to minimize glare. Lighting would not be in excess of that commonly found in urban areas. The project would comply with Planning Commission Resolution 9212, which prohibits the use of mirrored or reflective glass. Therefore, environmental effects of light and glare due to the project would not be significant, and will not be discussed further in the EIR.



3) <b><u>Population</u></b> – Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Induce substantial growth or concentration of population?	_____	<u>X</u>	<u>X</u>
(b) Displace a large number of people (involving either housing or employment)?	_____	<u>X</u>	<u>X</u>
(c) Create a substantial demand for additional housing in San Francisco, or substantially reduce the housing supply?	_____	<u>X</u>	<u>X</u>

The project site is currently vacant, although it was previously used as office space until 2003. The addition of 142 new one-, two- and three-bedroom residential units would increase the population on the site by approximately 252.<sup>2</sup> The 2000 U.S. Census indicates that the population in the project vicinity is approximately 846.<sup>3</sup> The proposed project would increase the population near the project site by an estimated 30 percent, and the overall population of the City and County of San Francisco by 0.03 percent.<sup>4</sup>

While potentially noticeable to immediately adjacent neighbors, this increase would not substantially increase the existing area-wide population or impact the population of the City and County of San Francisco. Therefore the impact on population would not be considered a significant effect.

Given the demand for housing in San Francisco, the amount of vacant land in the vicinity of the project site, and the goals of Central Waterfront Plan to increase housing units in the vicinity of the project site, the increase in on-site population in relationship to the nearby area would not be considered a significant effect. (Potential secondary effects of the increase in population, such as traffic impacts, are discussed elsewhere in this Initial Study or will be analyzed in the EIR.)

The proposed project includes minor commercial development: approximately 6,900 gsf of office space, intended for use by the project sponsor. In addition, the proposed project site is currently unoccupied, and therefore would not result in the displacement of persons or housing.

In view of the above, the project would not result in significant effects related to population and housing and therefore, these topics will not be analyzed further in the EIR.

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<sup>2</sup> The project site is contained in Census Tract 226, which generally bounded by 16th Street to the north, 25th Street to the south, Interstate 280 to the west and the San Francisco Bay to the east. The population calculation is based on Census 2000 data, which estimates 1.76 persons per occupied dwelling unit in Census Tract 226.

<sup>3</sup> Based on data from the 2000 Census for Census Tract 226.

<sup>4</sup> This calculation is based on the estimated Census 2000 population of 776,733 persons in the City and County of San Francisco.

- 4) **Transportation/Circulation** – Could the project:
- |   | <u>Yes</u> | <u>No</u> | <u>Discussed</u>        |
|---|------------|-----------|-------------------------|
| (a) Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system?     |            |           | <u>To be Determined</u> |
| (b) Interfere with existing transportation systems, causing substantial alterations to circulation patterns or major traffic hazards? |            |           | <u>To be Determined</u> |
| (c) Cause a substantial increase in transit demand which cannot be accommodated by existing or proposed transit capacity?             |            |           | <u>To be Determined</u> |
| (d) Cause a substantial increase in parking demand which cannot be accommodated by existing parking facilities?                       |            |           | <u>To be Determined</u> |

Increased residential population on the project site would result in increased demand on the local transportation system. Project effects on transportation and circulation, including intersection operations, transit demand and impacts on pedestrian and bicycle circulation, parking and freight loading, as well as construction impacts will be analyzed in the EIR.

- 5) **Noise** – Could the project:
- |  | <u>Yes</u>    | <u>No</u> | <u>Discussed</u> |
|--|---------------|-----------|------------------|
| (a) Increase substantially the ambient noise levels for adjoining areas? | <u>      </u> | <u>X</u>  | <u>X</u>         |
| (b) Violate Title 24 Noise Insulation Standards, if applicable?          | <u>      </u> | <u>X</u>  | <u>X</u>         |
| (c) Be substantially impacted by existing noise levels?                  | <u>      </u> | <u>X</u>  | <u>X</u>         |

### **Traffic Noise**

Generally, an approximate doubling of traffic volumes would be necessary to produce an increase in ambient noise levels noticeable to most people. Given the scale of the proposed project, traffic volumes would not likely double on area streets as a result of the project; therefore, the project would not cause a noticeable increase in the ambient noise level in the project vicinity.

Interior Noise Title 24 of the California Code of Regulations establishes uniform noise insulation standards for residential projects (including hotels, motels, and live/work developments). The Department of Building Inspection (DBI) would review the final building plans to insure that the building wall and floor/ceiling assemblies for the residential development meet State standards regarding sound transmission. This would avoid any significant effect on project residents. Therefore interior noise will not be analyzed further in the EIR.



## **Building Equipment Noise**

The proposed project would include mechanical equipment that could produce operational noise, such as heating and ventilation systems. These operations would be subject to the San Francisco Noise Ordinance, Article 29 of the San Francisco Police Code. This section establishes noise limits for fixed noise sources, such as building equipment. Compliance with Article 29, Section 2909, would minimize noise from building operations. Therefore, effects related to operational noise would not be significant and will not be analyzed further in the EIR.

## **Construction Noise**

Demolition, excavation, and building construction would temporarily increase noise in the project vicinity. Construction equipment would generate noise and possibly vibrations that could be considered an annoyance by occupants of nearby properties. No pile-driving is proposed as part of the project.

According to the project sponsor, the construction period would last approximately 19 months. The first phase would occur over two to four weeks and includes demolition of the four structures in the northern portion of the project site and partial demolition of the interior of the winery building. The second phase would include grading and excavation activity and is expected to take about three months. The third phase, including the construction of building foundations through project completion, is expected to take about 15 months. Construction noise levels would fluctuate depending on construction phase, equipment type and duration of use, distance between noise source and listener, and presence or absence of barriers. Impacts would generally be limited to the period during which new foundations and exterior structural and facade elements would be constructed. Interior construction would be substantially reduced by the existing exterior walls.

Construction noise is regulated by the San Francisco Noise Ordinance (Article 29 of the City Police Code). The ordinance requires that noise levels from individual pieces of construction equipment, other than impact tools, not exceed 80 dBA at a distance of 100 feet from the source. Impact tools (jackhammers, hoerammers, pile drivers, impact wrenches) must have both intake and exhaust muffled to the satisfaction of the Director of Public Works. Section 2908 of the Ordinance prohibits construction work between 8:00 p.m. and 7:00 a.m., if noise would exceed the ambient noise level by five dBA at the project property line, unless a special permit is authorized by the Director of Public Works. The project must comply with regulations set forth in the San Francisco Noise Ordinance (Article 29 of the Police Code). There are no other projects known to be pending in the immediate project vicinity, with the exception of on-going construction of the Third Street Light Rail project located two blocks east of the project site. Therefore potential cumulative impacts related to construction noise would be less than significant.

There are no noise-sensitive receptors, such as schools or hospitals, in the project vicinity that would be adversely affected by construction noise. Additionally, construction noise would be temporary and

intermittent, and would not result in a significant impact. In light of the above, effects related to construction noise would not be significant and noise will not be analyzed further in the EIR.

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6) <u><b>Air Quality/Climate</b></u> – Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Violate any ambient air quality standard or contribute substantially to an existing or projected air quality violation?	_____	<u>X</u>	<u>X</u>
(b) Expose sensitive receptors to substantial pollutant concentrations?	_____	<u>X</u>	<u>X</u>
(c) Permeate its vicinity with objectionable odors?	_____	<u>X</u>	_____
(d) Alter wind, moisture or temperature (including sun shading effects) so as to substantially affect public areas, or change the climate either in the community or region?	_____	_____	_____
	<u>To be Determined</u>		

## **Emissions from Operations**

Operation of the project would not cause or contribute substantially to any existing or projected air quality violation. According to CEQA guidance issued by the Bay Area Air Quality Management District (BAAQMD), a project would have potentially significant emissions impacts if the project were to generate more than 2,000 vehicle trips per day. Based on its size, the project would not exceed the BAAQMD's threshold of 2,000 vehicle trips, below which there is generally no need for detailed air quality analysis. Therefore, consistent with BAAQMD guidance, no quantitative analysis of operational air quality is required, and the project would not result in a significant effect with regard to operational air quality. Inasmuch as the project would be generally consistent with the San Francisco General Plan, the General Plan does not project a population increase in excess of that forecast in the *2000 Bay Area Clean Air Plan*, and the General Plan, Planning Code, and City Charter implement various Transportation Control Measures identified in the *Clean Air Plan* through the City's Transit First Program, bicycle parking requirements, transit development fees, and other actions, the project would not contribute considerably to any cumulative air quality impacts. Therefore, no further analysis is required in the EIR.

## **Construction Emissions**

Demolition, grading, excavation, new construction, and other ground-disturbing activities would temporarily affect local air quality for about 19 months, causing a temporary increase in particulate dust and other pollutants. Dust emissions during demolition, excavation and grading would increase particulate concentrations near the project site. Dustfall can be expected at times on surfaces within 200 to 800 feet of the source.

Under high winds exceeding 12 miles per hour, localized effects including human discomfort might occur downwind from blowing dust. Dust generated from demolition and construction is composed primarily



of particularly large particles that settle out of the atmosphere more rapidly with increasing distance from the source and are easily filtered by human breathing passages. In general, dust generated by demolition and construction activity would result in more of an annoyance than a health hazard in the vicinity of the project site. About one-third of the dust generated by demolition and construction activities consists of smaller size particles in the range that can be inhaled by humans (i.e., particles 10 microns or smaller in diameter, known as PM<sub>10</sub>, although those particles are generally inert). Persons with respiratory diseases immediately downwind of the site, as well as any unprotected electronics equipment, could be sensitive to this dust. The amount of dust generated on a given day would be dependent on types and amount of demolition and/or construction activity, and meteorological and soil conditions. The highest potential for dust generation occurs during the summer months when winds are highest on average and soil moisture is lowest. Demolition activities, which would generate the most dust, are expected for a short duration (no more than two to four weeks) at the project site.

The BAAQMD, in its CEQA Guidelines, has identified a set of feasible PM<sub>10</sub> control measures for construction activities. The project sponsor would require the contractor to wet down the construction site twice a day during construction to reduce particulates by at least 50 percent; would require covering soil, sand and other material; and would require street sweeping around demolition and construction sites at least once per day (see Mitigation Measure 1, p. 33). With implementation of this measure, construction-related air quality effects would be reduced to a less-than-significant level. Therefore, no further analysis of construction emissions in the EIR is required.

## **Shadow**

Section 295 of the Planning Code was adopted through voter approval of Proposition K in November 1984 to protect certain public open spaces from shadowing by new structures. Section 295 prohibits the issuance of building permits for structures or additions to structures greater than 40 feet in height that would shade property under the jurisdiction of, or designated to be acquired by, the Recreation and Park Commission, during the period from one hour after sunrise to one hour before sunset, unless the Planning and Recreation and Park Commissions determine that such shadow would be insignificant. As noted in the Setting section, Esprit Park, a Recreation and Park Department property is located north of the project site. The EIR will analyze potential project shadow impacts on Esprit Park.

## **Wind**

Wind impacts are generally caused by large building masses extending substantially above their surroundings, and by buildings oriented such that a large wall catches a prevailing wind, particularly if such a wall includes little or no articulation. Although the project would be larger than surrounding development, the project's new buildings would be a maximum of about 50 feet tall (plus stair towers and mechanical equipment), and would be constructed as three separate structures. The exception to the 50 foot height limit on the project site is the existing bottling warehouse building, which is legally non-complying at 56 feet in height. The proposed project would not alter the height of the bottling warehouse

building. Thus, the project would not present a tall, unbroken facade towards the wind, and would not be expected to result in significant effects on ground-level winds.

## Conclusion

In light of the above, the project would not result in a significant impact on air quality, including wind, and this topic will not be analyzed further in the EIR. Potential shadow impacts will be analyzed in the EIR.

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7) <u>Utilities/Public Services</u> – Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Breach published national, state or local standards relating to solid waste or litter control?	_____	<u>X</u>	_____
(b) Extend a sewer trunk line with capacity to serve new development?	_____	<u>X</u>	_____
(c) Substantially increase demand for schools, recreation or other public facilities?	_____	<u>X</u>	_____
(d) Require major expansion of power, water, or communications facilities?	_____	<u>X</u>	<u>X</u>

The project site is within an urban area that is served by utilities and public services, including fire and police services, public schools, recreational facilities, solid waste collection, water, gas, and electricity. The proposed project would increase the demand for public services and utilities on the site, but not in excess of amounts expected and provided for in the project area. Thus, the project would not be expected to have any measurable impact on public services or utilities. The proposed project would be designed to incorporate water-conserving measures, such as installing low-flush toilets and urinals, as required by California State Building Code Section 402.0(c). The project would be undertaken in an area where all utilities and services are currently provided for, and no need for any expansion of public utilities or public service facilities is anticipated. Therefore, the project would not result in a significant impact on public services and utilities.

The project would provide open space for project residents and would be across 20th Street from Esprit Park. Thus, project residents would have convenient access to private and public open space.

San Francisco consumers have recently experienced rising energy costs and uncertainties regarding the supply of electricity. The root causes of these conditions are under investigation and are the subject to much debate. Part of the problem may be that the State does not generate sufficient energy to meet its demand and must import energy from outside sources. Another part of the problem may be the lack of cost controls as a result of deregulation. The California Energy Commission (CEC) is currently considering applications for the development of new power-generating facilities in San Francisco, the



Bay Area, and elsewhere in the State. These facilities could supply additional energy to the power supply “grid” within the next few years. The project-generated demand for electricity would be negligible in the context of overall demand within San Francisco and the State, and would not in and of itself require a major expansion of power facilities. Therefore, the energy demand associated with the proposed project would not result in a significant physical environmental effect.

In light of the above, the project would not result in a significant impact on public services and utilities, and this topic will not be analyzed further in the EIR.

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8) <b><u>Biology</u></b> – Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Substantially affect a rare or endangered species of animal or plant or the habitat of the species?	_____	<u>X</u>	<u>X</u>
(b) Substantially diminish habitat for fish, wildlife or plants, or interfere substantially with the movement of any resident or migratory fish or wildlife species?	_____	<u>X</u>	<u>X</u>
(c) Require removal of substantial numbers of mature, scenic trees?	_____	<u>X</u>	<u>X</u>

The project site is located in a developed urbanized area, and the site is almost entirely covered by impervious surfaces, with the exception of three private open spaces totaling approximately 10,500 gsf. The private park located at the southeastern site boundary, and most of the open space along the Indiana Street frontage would not be affected by the proposed project. The third private open space located southeast of the existing surface parking area would be reduced by about 1,800 gsf and incorporated into a new interior park and plaza covering approximately 27,000 gsf with the proposed project (see Figure 3, p. 8). Because the small open spaces on the project site are completely surrounded by developed areas and have limited habitat value, the project would not affect any threatened, rare or endangered species or habitat. Additionally, the proposed project would not interfere with any resident or migratory species.

The project site is surrounded by various types of trees including Chinese Elm, Sycamore, River Birch, Pittosporum, Camphor, Monterey Pine, Victoria Box, and Coast Redwood trees along Minnesota, Indiana and 20th Streets. According to an arborist report completed in December 2004,<sup>5</sup> there are close to 50 trees around the site, as well as a number of trees located in interior courtyards on the project site. The arborist’s report recommends removal of three dead trees, as well as thinning and shaping of existing trees. The project sponsor would remove some trees located on the site between the bottling warehouse and the Indiana Street sidewalk, as well as other selected tree removal necessary for demolition and project construction. The project sponsor would retain existing street trees, and trees elsewhere on the

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<sup>5</sup> Tree Shapers, LLC, “Recommendations for and Condition of Trees at 900 Minnesota, San Francisco.” August 4, 2004.

site to the extent feasible, and would replace any street trees removed during project construction activities. Based on the foregoing, the proposed project would not result in any significant effects related to biological resources, and this topic will not be analyzed further in the EIR.

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9) <b><u>Geology/Topography</u></b> – Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Expose people or structures to major geologic hazards (slides, subsidence, erosion and liquefaction)?	<u>      </u>	<u>  X  </u>	<u>  X  </u>
(b) Change substantially the topography or any unique geologic or physical features of the site?	<u>      </u>	<u>  X  </u>	<u>  X  </u>

The *San Francisco General Plan* Community Safety Element contains maps that show areas of the City subject to geologic hazards. The project site is located in an area subject to ground shaking from an earthquake along the peninsula segment of the San Andreas and northern Hayward faults (Maps 2 and 3). The southernmost portion of the project site is in a Seismic Hazards Study Zone for liquefaction designated by the California Geological Survey, as shown on the 2000 State of California Seismic Hazards Zone Map for San Francisco; this same map places the project site outside an area of earthquake-induced landslides. The project site is not located within a potential tsunami run-up area (Map 6 of the Community Safety Element), and is not subject to potential inundation due to reservoir failure (Map 7). The project site is not in an Alquist-Priolo Special Studies Zone,<sup>6</sup> and no known active fault exists on or in the immediate vicinity of the site. Like the entire San Francisco Bay Area, however, the project site is subject to ground shaking in the event of an earthquake. Considering that the proposed project includes a seismic retrofit component, the ground shaking hazard at the site would be greatly reduced compared to the existing conditions.

No project-specific geotechnical investigation has been performed. However, two preliminary geotechnical studies were prepared in 1998 to evaluate potential seismic strengthening of the existing buildings. These studies examined the use of both cast-in-place drilled piers and spread footing foundations.<sup>7</sup>

The project would involve excavation of approximately 28,000 cubic yards of soil to create the subgrade parking level. The average depth of excavation would be approximately 11 feet, with variation due to site topography.

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<sup>6</sup> California State Department of Conservation, Division of Mines and Geology (CDMG) *Cities and Counties Affected by Alquist-Priolo Earthquake Fault Zones as of May 1, 1998*, [http://www.consrv.ca.gov], November 16, 1998, and CDMG, *Fault Rupture Hazard Zones in California* Alquist Priolo Earthquake Zoning Act, Special Publication 42, Revised 1997.

<sup>7</sup> Treadwell & Rollo, "Preliminary Geotechnical Recommendations, Drilled Cast-in-Place Piers, Esprit de Corp. Seismic Strengthening, 900 Minnesota Street, San Francisco, California." March 23, 1998.



The final building plans would be reviewed by the Department of Building Inspection (DBI). In reviewing building plans, the DBI refers to a variety of information sources to determine existing liquefaction and landslide hazards and assess requirements for mitigation. Sources reviewed include maps of Special Geologic Study Areas in San Francisco as well as the building inspectors' working knowledge of areas of special geologic concern. For a development proposal in an area of liquefaction and/or landslide potential, the DBI will, in its review of the building permit application, require the project sponsor to prepare a geotechnical report pursuant to the State Seismic Hazards Mapping Act, and/or a soil(s) report be prepared by a California licensed geotechnical engineer prior to construction. Potential geologic hazards would be mitigated during the permit review process through these measures.

In light of the above, the project would not result in a significant effect related to geology, and this topic will not be evaluated further in the EIR.

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10) <u>Water</u> – Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Substantially degrade water quality, or contaminate a public water supply?	_____	<u>  X  </u>	<u>  X  </u>
(b) Substantially degrade or deplete ground-water resources, or interfere substantially with groundwater recharge?	_____	<u>  X  </u>	<u>  X  </u>
(c) Cause substantial flooding, erosion or siltation?	_____	<u>  X  </u>	<u>  X  </u>

The project site is largely covered by impervious surfaces (existing buildings and a paved parking lot), with the exception of about 10,500 gsf of private gardens and landscaping. About three-fourths of the existing open space would be retained. In addition, the project would include more than 10,000 gsf of raised landscaped beds within interior courtyards atop the subsurface parking garage. The courtyards would serve to contain rain water during storms; depending on how these areas are drained, the project could result in up to a 25 percent increase in storm water runoff. However, the landscaped courtyards would reduce the amount of peak runoff, compared to the peak volume of runoff that would enter the City's combined sewer-storm drain system from impervious surfaces such as pavement or standard roofing materials. Therefore, the project would not result in adverse effects related to increased storm water runoff, and would not contribute substantially to water quality impacts on San Francisco Bay that result from overloading of the combined sewer system during periods of heavy rainfall. Because groundwater at the project site is not used as a public water supply, the potential decrease in impervious surface area and resulting decrease in storm water infiltration would not adversely affect groundwater recharge or groundwater supplies.

Construction of the proposed project would involve excavation, soil stockpiling, grading, demolition, and the construction of new residential buildings and an underground parking garage. These activities could

cause erosion and transportation of soil particles that, once in surface water runoff, could cause sediment and other pollutants to leave the site and ultimately affect the water quality of San Francisco Bay. However, storm water runoff from project construction and project operation would be required to drain to the combined sewer and stormwater system and would be treated and discharged to the Bay in compliance with the City's National Pollutant Discharge Elimination System (NPDES) permit. In accordance with the permit, discharges to the Bay are in conformance with requirements of the Clean Water Act, Combined Sewer Overflow Control Policy, and the associated state requirements in the Water Quality and Control Plan for the San Francisco Bay Basin.<sup>8</sup>

Groundwater was encountered in the northeastern corner of the site at approximately 19 feet below ground surface,<sup>9</sup> and, therefore, is unlikely to be encountered during construction. Any groundwater encountered during construction would be subject to the requirements of the City's Industrial Waste Ordinance (Ordinance No. 199-77), requiring that groundwater meet specified standards before it may be discharged into the sewer system. The Bureau of Environmental Regulation and Management of the Public Utilities Commission must be notified of projects necessitating dewatering. That office may require analysis of water samples before discharge.

In light of the above, effects related to water would not be significant and will not be discussed further in the EIR.

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11) <b><u>Energy/Natural Resources</u></b> – Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Encourage activities which result in the use of large amounts of fuel, water, or energy, or use these in a wasteful manner?	<u>          </u>	<u>  X  </u>	<u>  X  </u>
(b) Have a substantial effect on the potential use, extraction, or depletion of a natural resource?	<u>          </u>	<u>  X  </u>	<u>          </u>

The project would meet current state and local codes concerning energy consumption, including Title 24 of the California Code of Regulations. For this reason, it would not cause a wasteful use of energy, and the effect would not be significant, therefore, this topic will not be analyzed further in the EIR.

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<sup>8</sup> San Francisco Regional Water Quality Control Board (RWQCB). Water Quality Control Plan for the San Francisco Bay Basin (Region 2), online at: <http://www.swrcb.ca.gov/rwqcb2/basinplan.htm>, June 21, 1995.

<sup>9</sup> Avalon Environmental Consulting, "Phase I Environmental Site Assessment Performed at 800-910 Minnesota Street, 801 Indiana Street, San Francisco, California 94107." October 22, 2003. Available for review, by appointment, at the Planning Department, 1660 Mission Street, San Francisco, in File No. 2004.0027E.



12) <b>Hazards</b> – Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Create a potential public health hazard or involve the use, production or disposal of materials which pose a hazard to people or animal or plant populations in the area affected?	_____	<u>X</u>	<u>X</u>
(b) Interfere with emergency response plans or emergency evacuation plans?	_____	<u>X</u>	<u>X</u>
(c) Create a potentially substantial fire hazard?	_____	<u>X</u>	<u>X</u>

A Phase I Environmental Site Assessment (Phase I)<sup>10</sup> and a Phase II Environmental Site Assessment<sup>11</sup> were conducted in 2003 for the site. These reports are summarized here.

## Hazardous Materials

**Lead-Based Paint:** Lead-based paint may be found in the former winery and bottling warehouse and the remainder of the former winery complex at the project site (built in 1906 and 1912 respectively, with additions and modifications through 1941). Renovation of the two brick buildings and demolition of the remaining four buildings must comply with Chapter 36 of the San Francisco Building Code, Work Practices for Exterior Lead-Based Paint. Where there is any work that may disturb or remove lead-based paint on the exterior of any building built prior to December 31, 1978, Chapter 36 requires specific notification and work standards and identifies prohibited work methods and penalties.

Chapter 36 applies to buildings or steel structures on which original construction was completed prior to 1979 (such structures are assumed to have lead-based paint on their surfaces), where more than 10 total square feet of lead-based paint would be disturbed or removed. The ordinance contains performance standards, including establishment of containment barriers that are at least as effective at protecting human health and the environment as those outlined in Department of Housing and Urban Development (HUD) guidelines (the most recent Guidelines for Evaluation and Control of Lead-Based Paint Hazards) and identifies prohibited practices that may not be used to remove lead-based paint. Any person performing work subject to the ordinance must make all reasonable efforts during the course of the work to prevent migration of lead-based paint contaminants beyond containment barriers, and any person performing regulated work must make all reasonable efforts to remove visible lead-based paint contaminants from regulated areas of the property prior to completion of the work.

The ordinance includes notification requirements, information the notice should contain, and requirements for signs. Notification includes informing bidders of any paint-inspection reports that verify

<sup>10</sup> Avalon Environmental Consulting, "Phase I Environmental Site Assessment Performed at 800-910 Minnesota Street, 801 Indiana Street, San Francisco, California 94107." October 22, 2003. Available for review, by appointment, at the Planning Department, 1660 Mission Street, San Francisco, in File No. 2004.0027E.

<sup>11</sup> Secor International, Incorporated (Secor), "Phase II Environmental Site Assessment of the Former Esprit De Corp Office Elevator Shaft and Parking Lot, Located at 900 Minnesota Street, San Francisco, California." December 5, 2003. Available for review, by appointment, at the Planning Department, 1660 Mission Street, San Francisco, in File No. 2004.0027E.

the presence or absence of lead-based paint in the regulated area of the proposed project. Prior to commencement of work, the responsible party (owner or contractor) must provide written notice to the Director of Building Inspection of the location of the project; the nature and approximate square footage of the painted surface being disturbed and/or removed; anticipated job start and completion dates for the work; whether the responsible party has reason to know or presume that lead-based paint is present; whether the building is a residential or nonresidential, owner-occupied, or rental property; the approximate number of dwelling units, if any; the dates by which the responsible party has or will fulfill any tenant or adjacent property notification requirements; and the name, address, telephone number, and pager/cell number of the party who will perform the work. (Further notice requirements include Sign When Contaminant is Required, Notice by Landlord, Required Notice to Tenants, Availability of Pamphlet related to protection from lead in the home, Notice by Contractor, Early Commencement of Work [by Owner, Requested by Tenant], and Notice of Lead Contaminated Dust or Soil, if applicable.) The ordinance contains provisions regarding inspection and sampling for compliance by DBI, and enforcement, and describes penalties for non-compliance with the requirements of the ordinance. These regulations and procedures contained in the San Francisco Building Code would ensure that potential project-related impacts due to lead-based paint would be reduced to a less-than-significant level.

**Asbestos:** Asbestos-containing materials may be present in the existing structures proposed for renovation or demolition. It is unknown whether previous asbestos surveys have been conducted on the site, but based on the year of construction of these buildings (between the early 1900s and 1940s), asbestos may be present. Section 19827.5 of the California Health and Safety Code, adopted January 1, 1991, requires that local agencies not issue demolition or alteration permits until an applicant has demonstrated compliance with notification requirements under applicable federal regulations regarding hazardous air pollutants, including asbestos. The BAAQMD is vested by the California legislature with authority to regulate airborne pollutants, including asbestos, through both inspection and law enforcement, and is to be notified 10 days in advance of any proposed demolition or abatement work (defined as moving or dismantling or any structural member of a building), and any renovation in which more than 100 linear feet, 100 square feet, or 35 cubic feet of asbestos-containing material is to be removed. Notification includes the names and addresses of operations and persons responsible; description and location of the structure to be demolished/altered, including size, age, and prior use, and the approximate amount of friable asbestos; scheduled starting and completion dates of demolition or abatement; nature of planned work and methods to be employed; procedures to be employed to meet BAAQMD requirements; and the name and location of the waste disposal site to be used. The BAAQMD randomly inspects asbestos removal operations. In addition, BAAQMD would inspect any removal operation about which a complaint is received.

The local office of the State Occupational Safety and Health Administration (OSHA) must be notified of asbestos abatement to be carried out. Asbestos abatement contractors must follow state regulations contained in Title 8 of the California Code of Regulations (CCR), Sections 152.9 and 341.6 through 341.14, where there is asbestos-related work involving 100 square feet or more of asbestos-containing material. Asbestos removal contractors must be certified as such by the Contractors Licensing Board of



the State of California. The owner of the property where abatement is to occur must have a hazardous waste generator number assigned by and registered with the Office of the California Department of Health Services in Sacramento. The contractors and haulers of the material are required to file a hazardous waste manifest that details the hauling of the material from the site and the disposal of such material. Pursuant to California law, the DBI would not issue the required permit until the applicant has complied with the notice and abatement requirements described above. These regulations and procedures, already established as a part of the permit review process, would ensure that any potential impacts due to asbestos would be reduced to a less-than-significant level.

**Polychlorinated Biphenyls (PCBs) and Other Hazardous Materials:** The Phase I investigation reported that existing electrical transformer vaults along Minnesota Street, owned and operated by PG&E, may contain PCBs. Other potential hazardous building materials could pose health threats for renovation workers, but would be mitigated by standard abatement procedures, as necessary. Implementation of Mitigation Measure 2, p. 33 would reduce impacts of potential hazardous building materials to a less-than-significant level.

The project proposes to develop approximately one half of a city block, and would contain up to 142 residential units. Hazardous wastes used in the residential or maintenance areas may include small quantities of lubricants or fuels used in maintaining personal residents' vehicles, pesticides or herbicides, solvents, paints, and lubricants. These common consumer products would be used for the same purposes as in any commercial or residential setting. Because these types of hazardous materials are generally handled in small quantities the health effects associated with them are generally not as serious as industrial uses. Implementation of the proposed project would not cause an adverse effect on the environment with respect to the use, storage, or disposal of general commercial and household hazardous substances generated from proposed building uses.

## **Prior Land Uses**

The project site falls outside the boundary of the City and County of San Francisco Ordinance 253-86 (Maher Ordinance); the proposed project, therefore, would not be subject to this ordinance.<sup>12</sup>

The 2003 Phase I investigation noted the presence of an existing, closed-in-place underground storage tank and the existence in the early 20th century of a "white lead and color paint works" on the northern portion of the project site that is now in use as a parking lot. In addition, the Phase I investigation noted the presence of an elevator in the former bottling warehouse.

A 7,500 gallon underground storage tank (UST) formerly used to store diesel fuel is located near the former brandy house, at the northeastern corner of the on-site buildings. The tank was abandoned in

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<sup>12</sup> The Maher Ordinance encompasses the area of the City bayward of the original high tide line, where past industrial uses and fill associated with the 1906 earthquake and bay reclamation often left hazardous waste residue in soils and groundwater. The ordinance requires that soils must be analyzed for hazardous wastes if more than 50 cubic yards of soil are to be disturbed.

place under approval of the local oversight program and a notice of “no further action” was granted.<sup>13</sup> Subsurface soil investigation was performed in the area of the UST in order to determine if a release of hydrocarbons had occurred in the past. Three borings were advanced and soil samples were collected and analyzed for the presence of petroleum hydrocarbons. All samples were non-detect at a detection level of 50 parts per million. Based upon the closure status of this tank and the results of the subsurface the impact related to the UST is considered low. The UST would be removed as part of the project to allow excavation of the subsurface parking garage. UST removal, including removal of any additional USTs, should they be encountered, would be undertaken in accordance with Mitigation Measure 3, p. 34. Implementation of this measure would ensure impacts related to USTs are less than significant.

Concerning the former “paint works,” the 2003 Phase II investigation included six soil borings in the existing on-site parking lot. Laboratory testing revealed the presence of petroleum products (gasoline and diesel) and their constituent chemicals, including benzene, toluene, ethylbenzene, and xylenes, as well as semi-volatile organic compounds and metals including chromium, lead, nickel, and zinc. All of the results were at low enough levels such that the Phase II investigation concluded that “the detectable concentrations do not appear to be a risk to human health or the environment.”

Groundwater was encountered in one of the six borings, at approximately 19 feet below ground surface, but not in sufficient volume to permit collection or analysis. Given the depth of excavation proposed, groundwater is not anticipated to be encountered during construction activities. Due to the variety of industrial uses that historically occupied the site and vicinity, various contaminants such as those identified in soil samples and others could be present in the groundwater. As noted above in Section 10, Water, any groundwater encountered during construction would be subject to the requirements of the City’s Industrial Waste Ordinance (Ordinance No. 199-77), requiring that groundwater meet specified standards before it may be discharged into the sewer system. The Bureau of Environmental Regulation and Management of the Public Utilities Commission must be notified of projects necessitating dewatering. That office may require analysis of water samples before discharge.

Regarding the elevator in the former bottling warehouse, a water sample taken from the bottom of the elevator shaft was found to contain low levels of total petroleum hydrocarbons (TPH) as diesel and motor oil. Levels of both compounds were well below the Risk-Based Screening Level identified by the Regional Water Quality Control Board for potential drinking water aquifers. As with the soil testing, the Phase II found that the contamination levels in water in the elevator pit does not appear to pose a health or environmental risk.

### **Evacuation, Emergency Response, and Fire Safety**

San Francisco ensures fire safety primarily through provisions of the Building Code and the Fire Code. Existing and new buildings are required to meet standards contained in these codes. In addition, the final

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<sup>13</sup> San Francisco Department of Public Health, “Notice of Completion, Underground Storage Tank Removal,” letter to Kathleen Anderson, Esprit de Corp., September 21, 1993. Available for review, by appointment, at the Planning Department, 1660 Mission Street, San Francisco, in File No. 2004.0027E.



building plans for any new residential project greater than two units are reviewed by the San Francisco Fire Department (as well as the Department of Building Inspection), in order to ensure conformance with these provisions. The proposed project would conform to these standards, which (depending on the building type) may also include development of an emergency procedure manual and an exit drill plan. In this way, potential fire hazards would be mitigated during the permit review process.

In light of the above, the project would not result in significant impacts with regard to hazards, and this topic will not be addressed in the EIR.

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13) <b><u>Cultural Resources</u></b> – Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Disrupt or adversely affect a prehistoric or historic archaeological site or a property of historic or cultural significance to a community or ethnic or social group; or a paleontological site except as a part of a scientific Study?	_____	<u>  X  </u>	_____
(b) Conflict with established recreational, educational, religious or scientific uses of the area?	_____	<u>  X  </u>	_____
(c) Conflict with the preservation of buildings subject to the provisions of Article 10 or Article 11 of the City Planning Code?	<u>  To be Determined  </u>		

## Historic Resources

The proposed project would affect the former Schilling Wine Cellars complex, a historic resource under CEQA that is a contributor to the Dogpatch Historic District identified in Article 10 of the Planning Code. The potential for the project to affect existing historical resources will be examined in the EIR.

## Archaeological Resources

According to a Historic Resources Evaluation<sup>14</sup> prepared for the proposed project, the former winery complex that currently occupies the project site represents only the second set of buildings on this site. At least as early as 1899, the site had been developed by the Santa Fe Land Improvement Company with a row of six-and-a-half identical one-story duplexes built as placeholders and housing for railroad employees. These duplexes were moved to Third and Tennessee Streets in 1905 to make way for the first of the winery buildings. Although the overall slope of the project area is gently downward from Potrero Hill to the east towards San Francisco Bay to the west, grading performed by the Atchison, Topeka & Santa Fe railroad in the years prior to the construction of the 1906 winery building resulted in the project site sloping downhill to the west and south, with the result being that the west elevation (towards Indiana

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<sup>14</sup> Page & Turnbull, "C. Schilling & Co. Wine Cellars Complex Historic Resource Evaluation," December, 2004. Available for review, by appointment, at the Planning Department, 1660 Mission Street, San Francisco, in File No. 2004.0027E.

Street) of the original 1906 building is one story higher than the Minnesota Street facade. This and other ongoing excavations in the area, including those necessary to build the existing buildings on the site, would have removed large amounts of soil and rock, reducing the possibility of encountering either prehistoric or historic archaeological resources during excavation necessary to construct the proposed project. Mitigation Measure 4, p. 34, would ensure that potential effects on any previously unknown subsurface cultural resources that may be encountered during excavation or construction are reduced to a less-than-significant level. Archaeological resources will not be discussed further in the EIR.

#### D. MITIGATION MEASURES

	<u>Yes</u>	<u>No</u>	<u>N/A</u>	<u>Discussed</u>
1) Could the project have significant effects if mitigation measures are not included in the project?	<u>X</u>	<u>      </u>	<u>      </u>	<u>X</u>
2) Are all mitigation measures necessary to eliminate significant effects included in the project?	<u>X</u>	<u>      </u>	<u>      </u>	<u>X</u>

The following are mitigation measures that have been agreed to by the project sponsor to avoid potentially significant effects of the proposed project.

#### **CONSTRUCTION AIR QUALITY**

##### **Mitigation Measure 1 – Construction Air Quality**

To reduce particulate emissions, the project sponsor shall require the contractor(s) to spray demolition sites with water during demolition, excavation, grading and site prepared activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soil, sand or other such material; and sweep surrounding streets during these periods at least once per day. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsor shall require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

#### **HAZARDS**

##### **Mitigation Measure 2 – Hazardous Building Materials**

The project sponsor shall ensure that any equipment containing PCBs, such as fluorescent light ballasts, are removed and properly disposed of according to applicable federal, state, and local laws prior to the start of renovation. Any other hazardous materials identified, either before or during work, will be abated according to applicable federal, state, and local laws.



### **Mitigation Measure 3 – Underground Storage Tanks**

The abandoned underground storage tank present in the north-eastern portion of the site shall be removed prior to construction activities in the immediate area. The San Francisco Local Oversight Program (LOP) shall be contacted to oversee removal and determine appropriate remediation measures. Removal of the UST shall require, as deemed necessary by the LOP, over-excavation and disposal of any impacted soil that may be associated with such tanks to a degree sufficient to the oversight agency. In the event that additional USTs are encountered the same procedures described above shall apply.

### ***CULTURAL RESOURCES***

#### **Mitigation Measure 4 – Cultural Resources**

The following mitigation measure is required to avoid any potential adverse effect from the proposed project on accidentally discovered buried or submerged historical resources as defined in *CEQA Guidelines* Sections 15064.5(a) and (c). The project sponsor shall distribute the Planning Department archeological resource “ALERT” sheet to the project prime contractor; to any project subcontractor (including demolition, excavation, grading, foundation, pile driving, etc. firms); or utilities firm involved in soils disturbing activities within the project site. Prior to any soils disturbing activities being undertaken each contractor is responsible for ensuring that the “ALERT” sheet is circulated to all field personnel including, machine operators, field crew, pile drivers, supervisory personnel, etc. The project sponsor shall provide the Environmental Review Officer (ERO) with a signed affidavit from the responsible parties (prime contractor, subcontractor(s), and utilities firm) to the ERO confirming that all field personnel have received copies of the Alert Sheet.

Should any indication of an archeological resource be encountered during any soils disturbing activity of the project, the project Head Foreman and/or project sponsor shall immediately notify the ERO and shall immediately suspend any soils disturbing activities in the vicinity of the discovery until the ERO has determined what additional measures should be undertaken.

If the ERO determines that an archeological resource may be present within the project site, the project sponsor shall retain the services of a qualified archeological consultant. The archeological consultant shall advise the ERO as to whether the discovery is an archeological resource, retains sufficient integrity, and is of potential scientific/historical/cultural significance. If an archeological resource is present, the archeological consultant shall identify and evaluate the archeological resource. The archeological consultant shall make a recommendation as to what action, if any, is warranted. Based on this information, the ERO may require, if warranted, specific additional measures to be implemented by the project sponsor.

Measures might include: preservation in situ of the archeological resource; an archaeological monitoring program; or an archeological testing program. If an archeological monitoring program or archeological testing program is required, it shall be consistent with the Major Environmental Analysis (MEA) division guidelines for such programs. The ERO may also require that the project sponsor immediately implement a site security program if the archeological resource is at risk from vandalism, looting, or other damaging actions.

The project archeological consultant shall submit a Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and

describing the archeological and historical research methods employed in the archeological monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.

Copies of the Draft FARR shall be sent to the ERO for review and approval. Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archaeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest or interpretive value, the ERO may require a different final report content, format, and distribution than that presented above.

E. OTHER	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
Require approval and/or permits from City Departments other than Planning Department or Department of Building Inspection, or from Regional, State, or Federal Agencies?	<u>X</u>	<u>      </u>	<u>X</u>

A summary of the permit approvals required from other agencies is provided in Section I of this Initial Study (see p. 12).

#### IV. ALTERNATIVES

The EIR will analyze alternatives to the proposed project that would reduce or eliminate any significant environment effects. At a minimum, these alternatives will include a No Project Alternative, and a Full Preservation Alternative, under which no portions of the historic Schilling Wine Cellars complex would be demolished and rehabilitation of the buildings for residential use would be undertaken in a modified form. The possible selection of an additional alternative for evaluation would be guided by the EIR's analysis of significant environmental impacts.



## NOTICE OF PREPARATION OF AN ENVIRONMENTAL IMPACT REPORT

<b>Date of this Notice:</b>	March 5, 2005	
<b>Lead Agency:</b>	San Francisco Planning Department 1660 Mission Street, 5th Floor, San Francisco, CA 94103	
<b>Agency Contact Person:</b>	Art Aguilar	<b>Telephone:</b> (415) 558-5973
<b>Project Title:</b>	2004.0027E: 900 Minnesota Street	
<b>Project Sponsor:</b>	Build Inc.	
<b>Contact Person:</b>	Lou Vasquez	<b>Telephone:</b> (415) 551-7613
<b>Project Address:</b>	900 Minnesota Street, 910-12 Minnesota and 833 Indiana Street	
<b>Assessor's Block and Lot:</b>	Assessor's Block 4106; Lots 001A, 002, 021, and 022	
<b>City and County:</b>	San Francisco	

**Project Description:** The proposed project is located at the street addresses of 900, 910-12 Minnesota Street and 833 Indiana Street, between 20th and 22nd Streets. The approximately two-acre project site is occupied by six buildings totaling about 144,000 square feet. The existing buildings together make up the C. Schilling & Co. Wine Cellars (Schilling Wine Cellars) complex, which is a contributor to San Francisco's Dogpatch Historic District. Most recently, the site was used as an office, design and distribution facility for Esprit de Corp clothing company. The proposed project would provide 142 residential units, approximately 8,450 gross square feet (gsf) of non-residential space, including residential amenities such as a gym and storage space, approximately 6,900 gsf of office space, and 162 parking spaces in an underground parking area. About 27,000 gsf of on-site open space would be provided, including about 16,500 gsf of new on-site open space. The project sponsor would retain most of the exterior walls of the historic brick winery building, which is located at the southeastern portion of the site and fronts Minnesota Street and construct a new six-story residential building within the perimeter walls. The entire brick bottling warehouse, fronting Indiana Street and located at the southwestern portion of the site, would also be retained for adaptive reuse. The other four wood-frame and concrete buildings, later additions to the Schilling Wine Cellars complex, and the surface parking area, which comprise the northern portion of the project site, would be demolished to accommodate the construction of two new five-story residential buildings.

The project sponsor is requesting approval of a Planned Unit Development (PUD) under Section 304 of the Planning Code, which would require a Conditional Use Authorization by the Planning Commission. The project also would require a Certificate of Appropriateness under Planning Code Article 10 for alterations to, and partial demolition of a contributory resource within a historic district.

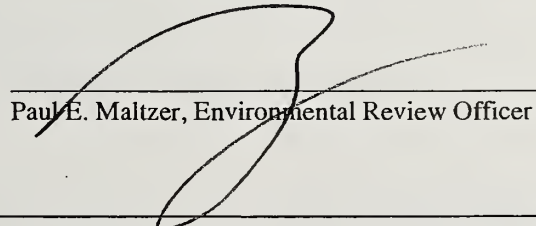
The project site is located in an M-2 (Heavy Industrial) Zoning District and a 50-X Height and Bulk District. The site is also located within the Central Waterfront Better Neighborhoods Plan Area, and the Dogpatch Historic District.

**THIS PROJECT MAY HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT. AN ENVIRONMENTAL IMPACT REPORT IS REQUIRED.** This determination is based upon the criteria of the Guidelines of the State Secretary for Resources, Sections 15063 (Initial Study), 15064 (Determining Significant Effect), 15065 (Mandatory Findings of Significance), and the following reasons, as documented in the Initial Study for the project, which is attached.

Written comments on the scope of the EIR will be accepted until the close of business on **April 4, 2005**. Written comments should be sent to Paul Maltzer, San Francisco Planning Department, 1660 Mission Street, Suite 500, San Francisco, CA 94103:

**State Agencies:** We need to know the views of your agency as to the scope and content of the environmental information that is germane to your agency's statutory responsibilities in connection with the proposed project. Your agency may need to use the EIR when considering a permit or other approval for this project. Please include the name of a contact person in your agency. Thank you.

March 2, 2005  
Date

  
Paul E. Maltzer, Environmental Review Officer

## REFERENCES:

All references are available for review by appointment as part of the project environmental file at the Planning Department, 1660 Mission Street, in Project File No. 2004.0027E.

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United States Geological Survey (USGS). Topographic map of the San Francisco North Quadrangle, 1:24,000 scale, 1995.



# CHAPTER IX

## EIR AUTHORS AND CONSULTANTS

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### EIR AUTHORS

San Francisco Planning Department  
Major Environmental Analysis  
1660 Mission Street, Fifth Floor  
San Francisco, California 94103  
Environmental Review Officer: Paul E. Maltzer  
EIR Coordinators: Art Aguilar, Joy Navarrete  
Preservation Technical Specialist: Winslow Hastie  
Transportation Planner: Bill Wycko

### EIR CONSULTANTS

Environmental Science Associates  
225 Bush Street, Suite 1700  
San Francisco, California 94104-4207  
Project Manager: Karl F. Heisler  
Deputy Project Manager: Jamie Schmidt  
Participants: Lesley Lowe  
Brad Brewster  
Michael Jacinto

Ron Teitel  
Linda Uehara  
Anthony Padilla

**Page & Turnbull (Historic Resources)**  
724 Pine Street  
San Francisco, CA 94108  
Project Manager: Christopher VerPlank

**Fehr & Peers Associates (Transportation)**  
604 Mission Street, 4th Floor  
San Francisco, CA 94105  
Project Manager: Chris Mitchell, P.E.

**Jon Worden Architects (Project Architect)**  
105A Plaza Street  
Healdsburg, CA 95448  
Project Manager: Jon Worden  
Participants: Mabe Ng

### PROJECT SPONSOR

Lou Vasquez  
Build Inc.  
315 Linden Street  
San Francisco, CA 94102

### PROJECT ATTORNEY

Steve Vettel  
Morrison & Foerster LLP  
425 Market Street  
San Francisco, California 94105





PLACE  
POSTAGE  
HERE

San Francisco Planning Department  
Major Environmental Analysis  
1660 Mission Street, Suite 500  
San Francisco, California 94103

Attn: Joy Navarrete, EIR Coordinator  
2004.0027E: 900 Minnesota Street Project

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PLEASE CUT ALONG DOTTED LINES

RETURN REQUEST REQUIRED FOR FINAL  
ENVIRONMENTAL IMPACT REPORT

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**REQUEST FOR FINAL ENVIRONMENTAL IMPACT REPORT**

TO: San Francisco Planning Department, Major Environmental Analysis

*Check one box:*

- ☐ Please send me a copy of the Final EIR on CD.  
☐ Please send me a paper copy of the Final EIR.

Signed: \_\_\_\_\_

Print Your Name and Address in the Box Below:





